LAND USE POLICY: A POSITIVE APPROACH

A Proposed Land Use Policy and Report

Prepared by

THE LAND USE POLICY TASK FORCE 1982

for the

CABINET COMMITTEE ON ECONOMIC DEVELOPMENT

New Brunswick November 1982

THE LAND USE POLICY TASK FORCE

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Michel Gauvin, representing	Dept. of Municipal Affairs
Robert Young, representing	Dept. of Natural Resources

The Task Force was established in September 1981 by the Deputy Ministers' Committee on Land Use Policy to prepare a draft Land Use Policy for the Cabinet Committee on Economic Development and make recomendations for implementation. The report was completed in October 1982.

ACKNOWLEDGEMENTS

The role of the Task Force has been to draw together the advice, recommendations and conclusions of others. The work of these previous study groups, Government Departments and public groups, is the foundation of this report.

Previous study groups are listed in the introduction but we also wish to acknowledge the assistance of the following Government Departments and their staff.

Municipal Affairs
Natural Resources
Agriculture & Rural Development
Environment
Historical Resources
Labour & Manpower
Transportation
Finance
Justice
Health
N.B. Housing Corporation
Commerce & Development
Tourism

Many individuals have also contributed information and advice to the Task Force and their help is gratefully acknowledged.

Finally, we have been supported in our work by a group of students, secretaries and draftspersons, from several Departments and agencies. Deserving special mention among these are Greg Philpott, Blake Glendenning, students; Gordon Walker, Eric Horncastle, Annette Robinson, draftspersons; and Linda Smith, Denise Poirier, Marlene McKay, Nancy Sayre, Elaine Evison and Jeroma Harrison, who have typed various drafts of this report, usually on very short notice, but always with speed and professional care.

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"WORKING DOCUMENTS OF THE LAND USE POLICY TASK FORCE, 1982". This is a separate volume of supporting information.

"WORKING DOCUMENTS OF THE LAND USE POLICY TASK FORCE, 1982"

This volume is a collection of material and references made available to the Task Force and considered by them. It is not part of the Task Force's Report. It has not been translated, nor printed in large quantity.

Those who are interested in receiving a copy should contact The Chairman, Land Use Policy Task Force, Argyle Place, P.O. Box 6000, Fredericton, New Brunswick., E3B 5H1.

THE NEED FOR A LAND USE POLICY

Land Use is what we do with our land. Productive land use provides jobs and security. Unused land is a wasted asset.

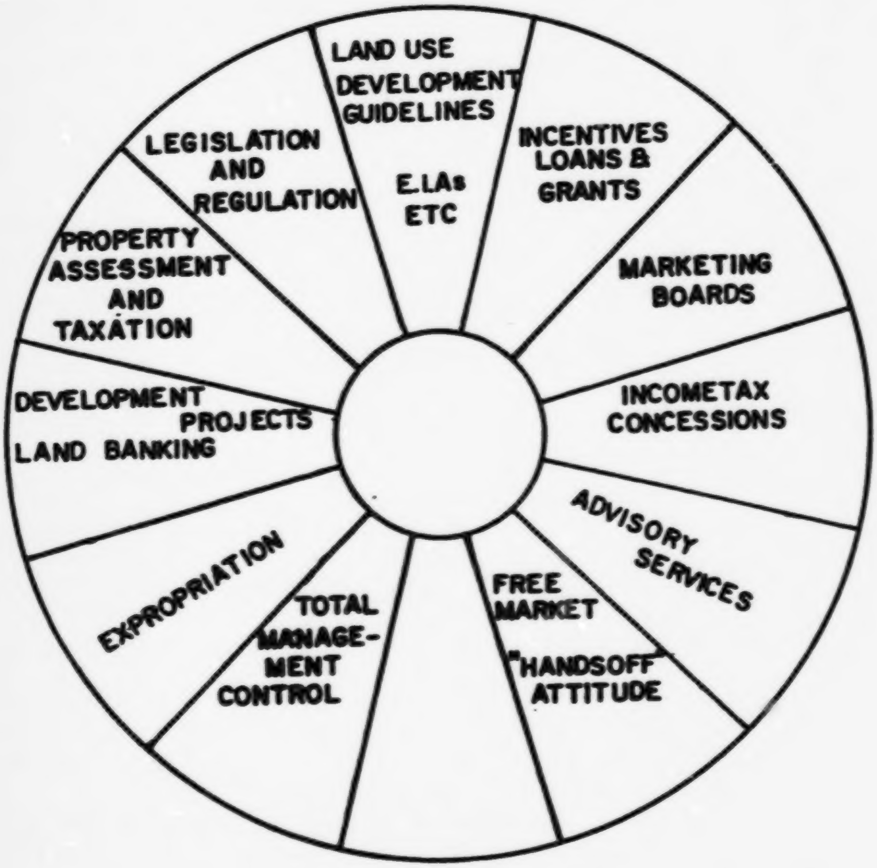
The land of New Brunswick can produce more products and more employment. In the Agriculture sector alone, the Province imports produce and products that would, if grown or produced in the Province, provide 5,000 jobs.

There are opportunities for basic development of land resources that have been overlooked. Much greater return from the land is possible as the foundation for long term economic development.

The Government is involved in land use in many different ways. The Government has policies that influence land use and also carries out many programmes which affect and in some cases control land use. However, these have different objectives and there are conflicts developing between them.

There is no guide for resolving these conflicts or deciding which land use is best. The land resources development programmes need to be reviewed within a common perspective. The Province has no coordinated, overall process to obtain increased social and economic benefits from our land. There is no comprehensive policy on land use.

GOVERNMENT'S LAND USE ACTIVITIES
PRESENT PRACTICE


LAND USE DEVELOPMENT GUIDELINES
E.LAs ETC
INCENTIVES LOANS & GRANTS
MARKETING BOARDS
INCOMETAX CONCESSIONS
ADVISORY SERVICES
FREE MARKET
"HANDSOFF" ATTITUDE
TOTAL MANAGE-MENT CONTROL
EXPROPRIATION
DEVELOPMENT PROJECTS
LAND BANKING
PROPERTY ASSESSMENT AND TAXATION
LEGISLATION AND REGULATION

What the Government is doing in Land Use

The Government of New Brunswick directly influences and in some cases totally controls what is done with the land. Government measures range from the expropriation of land for a specific use to allowing free market forces to determine land use.

Between these two extremes lie a range of programmes. There are advisory and extension services; there are programmes offering incentives, loans, grants and tax rebates; and there are assessment programmes which establish land values and provide tax revenues or set rent rates. Legislation enacted by Government regulates many activities and sometimes encourages specific activities. Demonstration projects are also carried out by the Government from time to time.

Government development projects such as highways, parks, power stations and waste disposal sites are significant land uses and also influence land use in the area surrounding them. The Government also has a major role to play in directly owning and managing the Crown Lands, some 44% of the area of the Province.

Competition For Land Growing In Province

- The Daily Gleaner, Tuesday September 21, 1982

Trees And Water Have Part To Play

- The Daily Gleaner, Monday May 3, 1982

Animals Depend On Our Forests

The Daily Gleaner, Friday, May 7, 1982 5

Defoliant Spraying Upsets Parents Group

Indians Want Land Back In Oromocto

- The Daily Gleaner, Tuesday September 21, 1982

The Government programmes that affect or control the use of land are carried out by many different agencies. These agencies are responsible for meeting their own particular goals, such as Health, Power or Forestry, and for using land only to meet those objectives. Opportunities for multi-purpose use of the land may therefore be missed. In some instances, programmes that significantly affect the development of the land resource are administered by several agencies. Property tax administration, for example, involves L.R.I.S. in mapping the properties (since there is no provincial mapping agency) and the Department of Agriculture in identifying farm land; the Department of Municipal Affairs assesses the properties and the Department of Finance collects the revenue. Each is responsible for only a part of the programme. There is no responsibility for the whole at management level.

There are many unresolved conflicts between the objectives of different programmes. For instance, if a choice has to be made between land uses, which should be regarded as the most important, trees or salmon or blueberries? Who should decide? Conflicts are often resolved on an individual case basis but the effects of a decision in one area of the Province are seldom restricted to that area. Local decisions have Province-wide implications and so increasingly are brought to Cabinet for

Recommendations on Land Use from Previous Studies

In recent years many recommendations have been made to the Government on land use. The most notable are those of the following groups.

Royal Commission on Finance and Municipal Taxation 1963 ("Byrne Commission").

N.B. Task Force on Social Development 1971.

Forest Resources Study 1974.

Saint John River Basin Board 1975.

Task Force on Non-Incorporated Areas 1976.

Agricultural Potential of Eastern N.B. 1976.

Agricultural Resources Study 1977.

Legislative Select Committee on Rural Life and Land Use 1977.

Community Planning Act Review 1979.

Study on Sprawl in N.B. 1980.

N.B. Federation of Agriculture Task Force 1981.

Controlled Access Highway Study 1981.

Environmental Council of New Brunswick 1981.

resolution; the Fredericton landfill is a recent example. Cabinet involvement often occurs because there is no effective means available for local decision making in rural areas.

The increasing complexity of the Province's resource development needs has led to the preparation of a number of major reports over the past decade. Reports on the Forest Resources, Agricultural Resources and the Saint John River Basin Water Resource have been followed by others on Wetland, Peat Bogs, Energy and Mineral resources. Other aspects of Land Use have been covered in the reports on Non-Incorporated Areas in N.B.: in the Report of the Select Committee of the Legislature on Rural Life and Land Use in 1977 and in recent reports on Urban Sprawl and control of access to limited access highways.

These reports have been prepared by elected representatives, by civil servants and by consultants. All of them deal with matters affecting land and all of them have made recommendations on Land Use.

The overwhelming consensus of these reports is:

1. The key to better resource management in New Brunswick is that a Provincial Land Use Policy be developed by the Goverment; and

2. That some kind of central coordinating mechanism be established to review the effects of government programmes affecting land use and to recommend where improvements or simplifications could be made.

"CREEPING INCREMENTALISM"

Example: Subdivision Streets.

For every kilometre of subdivision street approved by Government in a rural area the Government becomes committed to spending:

(at current prices)

$2,000	a year for ever for maintenance.
$17,000	capital expenditure in year 1.
$9,000	capital expenditure in year 2.
$10,000	capital expenditure every 10 years.

Between 1971 and 1981, 254.6 km of subdivision streets were approved by Government.

The cost of maintaining these alone now costs approximately $1,000,000 each year.

Source: Department of Transportation.

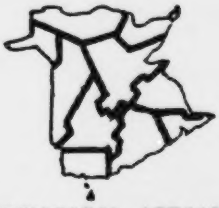
The Need for Coordination

The primary reason a Land Use Policy is needed at this time is to provide a common framework for the Government's many and sometimes conflicting activities which affect the use of land. There are instances where the Government's intent is to encourage but the effect of its actions is to hinder.

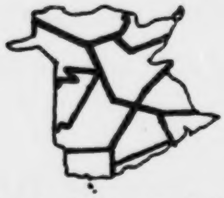
Take for example the case of a farmer who wants to build a new hog barn but his neighbours on a new subdivision complain to the Government. The Government (Department of Agriculture) is encouraging him to raise hogs but the Government has also approved the subdivision of adjacent land (Provincial Planning Committee) and the construction of new houses close to the farmer's fence (Dept. of Municipal Affairs). Government also has passed legislation (Health Act) saying that a farmer can't build a barn on his own land near to the new house. He also requires approval from the Department of the Environment for a manure pile (normally included with Agricultural approval) and the public do not want Environment to approve the piggery.

As a result of approving the adjacent subdivision the Government has impeded its agricultural development

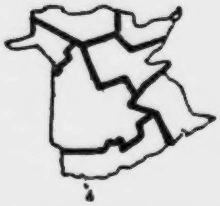
SOME EXISTING ADMINISTRATIVE REGIONS



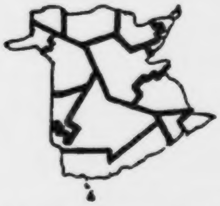
MUNICIPAL AFFAIRS
Municipal Services Branch



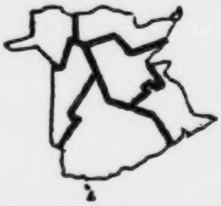
MUNICIPAL AFFAIRS
Assessment Branch



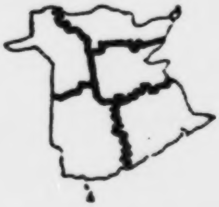
MUNICIPAL AFFAIRS
Community Planning Branch



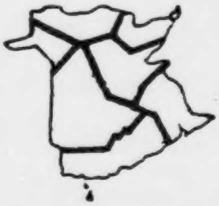
COMMERCE & DEVELOPMENT



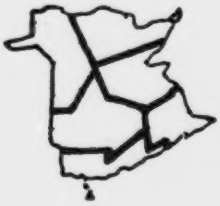
AGRICULTURE



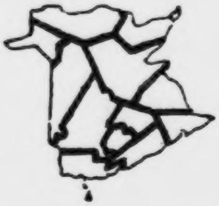
NATURAL RESOURCES



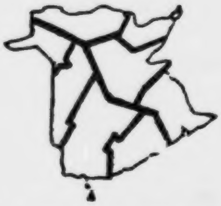
SOCIAL SERVICES



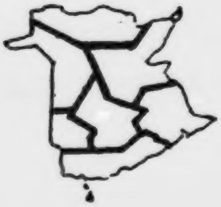
ENVIRONMENT



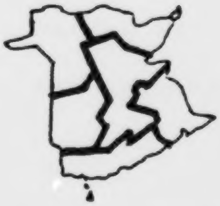
TRANSPORTATION



LABOUR & MANPOWER
Market Services



TOURISM



LABOUR & MANPOWER
Fire Marshall

programme and restricted the farmer's options on his own land. It has also accepted the costs of paving and maintaining the sub-division roads. It will also have to take over the operation and maintenance of the water and sewer system if one is put in by the developer and he elects to hand it over. It will probably also incur increased costs for school busing, policing, fire protection and health.

These increased costs will not be readily apparent because in most cases they will be absorbed in the overall programme budgets of the various agencies. The extensive economic consequences of individual decisions thus remain invisible, but the cumulative effect becomes readily apparent as the costs of maintaining 'existing levels of service' climb constantly higher. There is a need to link these increased costs with the originating decisions; particularly in the rural areas.

A contributary cause of this problem is the multitude of different administrative regions adopted by Government agencies. These areas are defined by the agencies themselves for their own purposes and information is collected on that basis. It is extremely difficult to relate information from different administrative regions covering the same general area. A further problem is that these change from time to time causing further difficulties in determining trends of change. There is a need for rationalization of regional administrative boundaries.

LAND USE CLASSIFICATIONS

DEPARTMENT OF MUNICIPAL AFFAIRS, Assessment Branch

	Per Cent of Total	Thousands of Hectares
TIMBERLAND TOTAL	81.3	5,962.5
Crown	41.0	3,004.6
Government owned	2.8	203.4
Freehold	29.5	2,168.2
Farm Woodlots	8.0	586.3
FARMLAND (1978)	4.4	322.4
Other (estimated)	14.3	1,049.0
TOTAL (estimated)	100.0	7,333.9

DEPARTMENT OF NATURAL RESOURCES, Forest Inventory

FOREST LAND TOTAL	86.8	6,327.8
Small Freehold	29.1	2,120.5
Large Freehold	15.6	1,136.2
Crown	42.1	3,071.1
CLEARED LAND TOTAL	6.7	490.9
Cultivated	4.7	343.3
Occupied	2.0	147.6
OTHER (Water, Wasteland & Federal)	6.5	473.0
TOTAL AREA	100.0	7,291.7

The Need for Information

The lack of information on the financial impact of decisions is only one example of the need for much improved information. There is data being collected by many agencies and by researchers but much of this data is incompatable in that it cannot be compared. Even more important, however, is the fact that much of the data is not turned into usable information which can be made available to and be understood by the decision maker or land manager. Long tables of specialized data do not make enticing reading and do not often get the message across to the non-specialist.

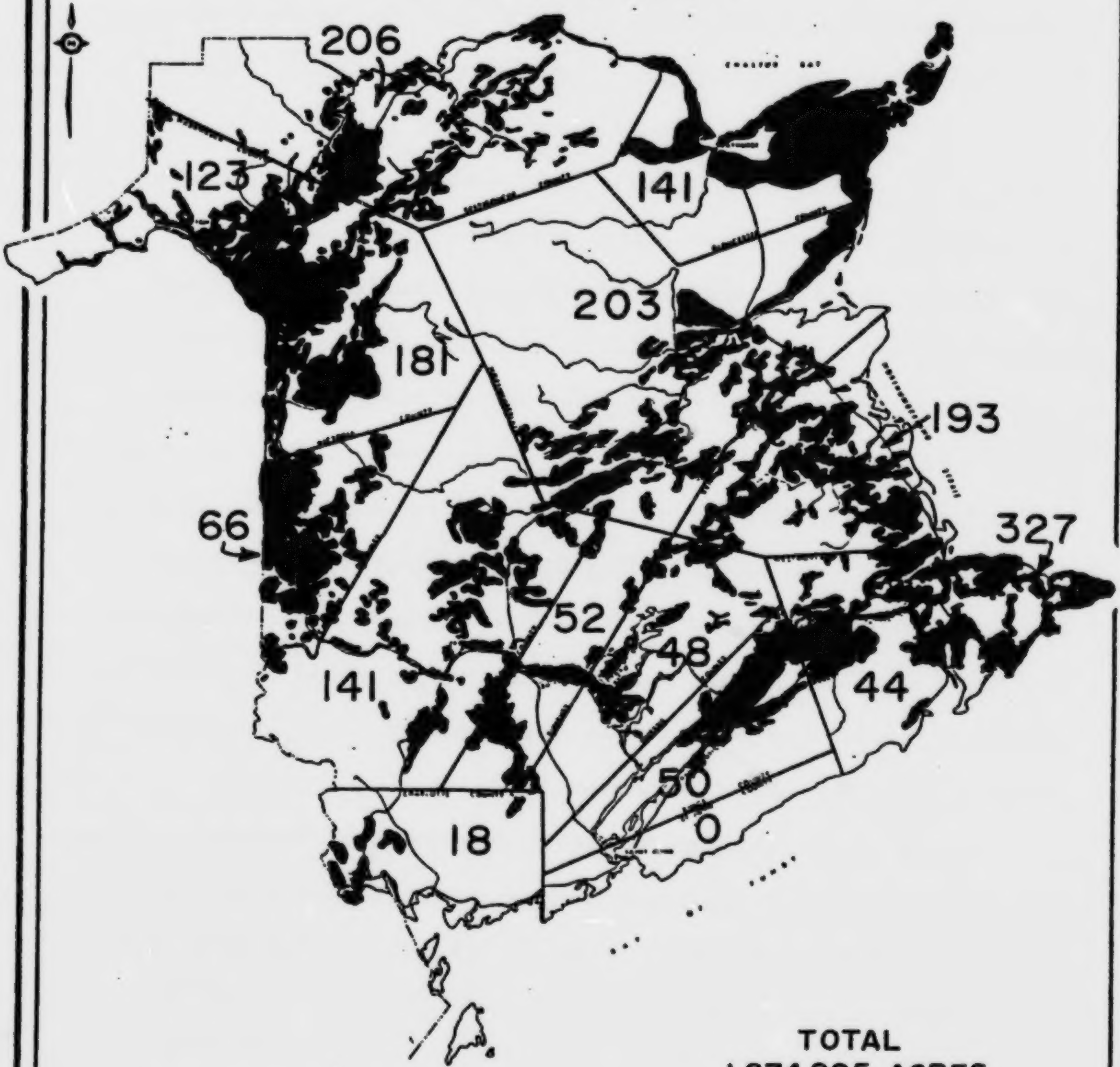
There is a lack of information on present land use. The Government does not know how much land it owns or what it is used for. The Forest Inventory recently completed by the Department of Natural Resources is the most detailed inventory but there are significant differences between it and that used by Assessment Branch of Municipal Affairs for property taxes and that being developed by the Department of Agriculture for their purposes.

There is a reconnaissance survey of land capability and general surveys of land use but no practical way as yet of relating these together. It is difficult to say with any

POTENTIAL ADDITIONAL AGRICULTURAL LAND BY COUNTY

Class 2 & 3 blocked land not now in use

Indicated by Numbers



TOTAL
1 874 895 ACRES

■ CLI Classes 2,3,&4
in blocks over 500 acres

NUMBERS= Thousands of Acres

Sources : Canada Land Inventory and 1981 Census

degree of accuracy, how much land is capable of greater returns from improved management (either in forestry or agriculture) or, more importantly, where that land is. There is a need for integration of land information.

One of the consequences of the lack of information can be illustrated by the case of the Forest spray programme. It has been agreed that no spraying of Fenitrothion will take place within four miles of blueberry fields so that the bees essential for pollination will not be killed. In planning the flight lines for spraying, the question is asked "Where are the blueberry fields?"

There has been no comprehensive information available to answer this question and only now is a reasonably accurate accounting of all the blueberry fields being compiled, although the forests have been sprayed for fourteen years with Fenitrothion.

Yet another aspect of the need for information is the research expertise that exists in New Brunswick that is not yet channelled into New Brunswick problems. There is still opportunity to draw more of these researchers into looking at ways to meet our own challenges for the future, particularly in developing crops that can be grown here and the development of technologies appropriate for New Brunswick. There is world-class expertise available that is not fully recognized here.

New Maryland Still Opposes Landfill

- Daily Gleaner, Tuesday June 15, 1982

Landfill Site Called 'Fiasco'

- Daily Gleaner, Monday July 19, 1982

Hatfield in the dumps between residents and garbage

- Globe and Mail, Saturday July 24, 1982

500 Attend Spirited Public Meeting At FHS

- Daily Gleaner, Wednesday June 23, 1982

Finally, there is cause for concern about the Province's basic mapping programmes. A decade ago the Land Registration and Information Service was established and the Province's mapping needs and staff were essentially passed to them. However, L.R.I.S. had specific tasks to do for the Province and there were others left unresolved. These gaps were filled as needed by whatever agency needed those kinds of maps. The result is higher costs for such programmes as Flood Risk Mapping, where the base maps often have to be prepared before the flood lines are added. There are also a number of agencies doing their own base map preparation for their own purposes without overall provincial control. There is need for a policy to clarify and coordinate the provincial mapping requirements and efforts.

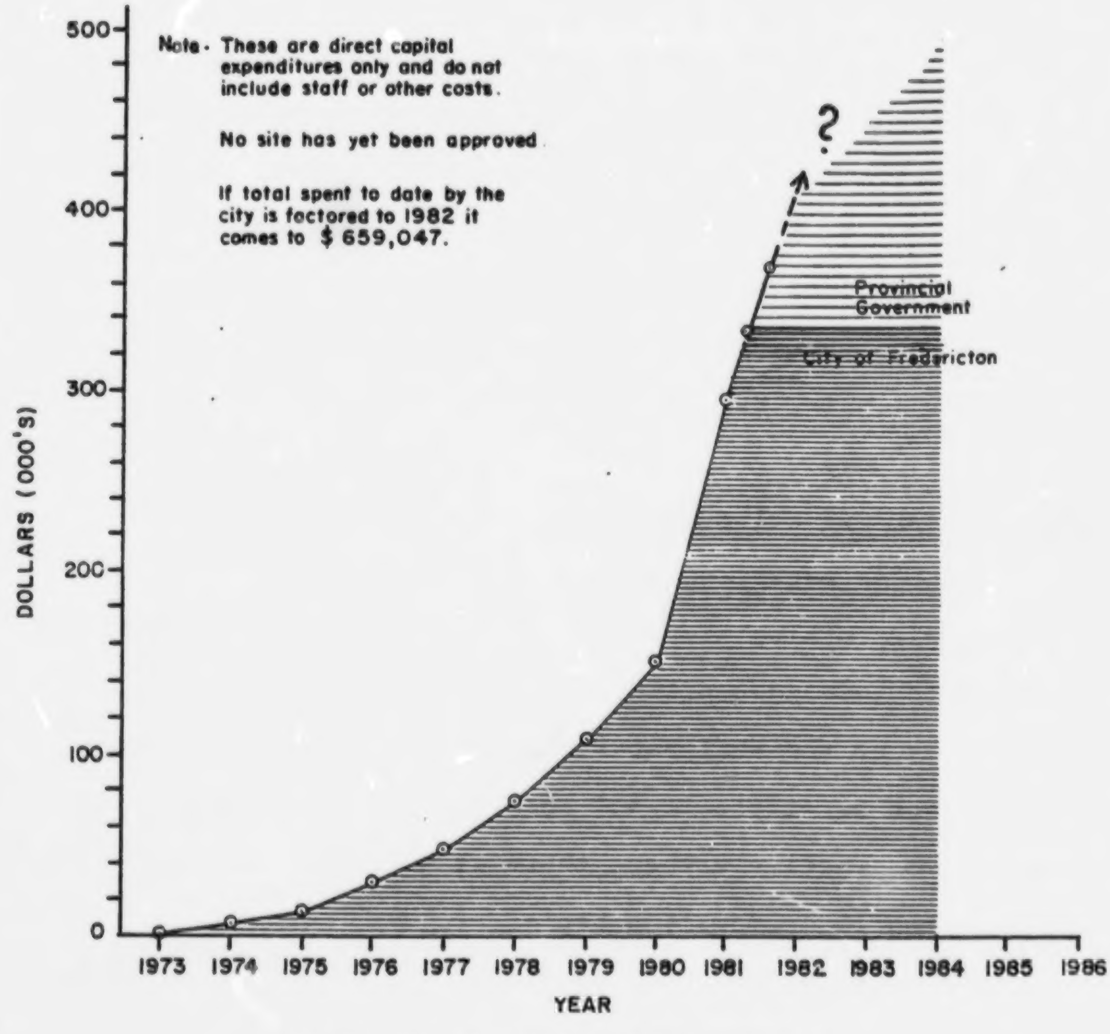
The Need for Effective Means for Local Land Use Decision Making

Decision making at present is often unintentionally arranged to lead to conflict. Involving the public effectively at the earliest stages of conceptual outlines of alternatives is difficult and costly. The public generally responds more actively where there is something to react to and this usually means 'against'.

Some methods have been developed and tried for bringing in the public as early as possible. The Community Planning

SEARCH FOR A LANDFILL SITE
City of Fredericton

COST



Note - These are direct capital expenditures only and do not include staff or other costs.

No site has yet been approved.

If total spent to date by the city is factored to 1982 it comes to $ 659,047.

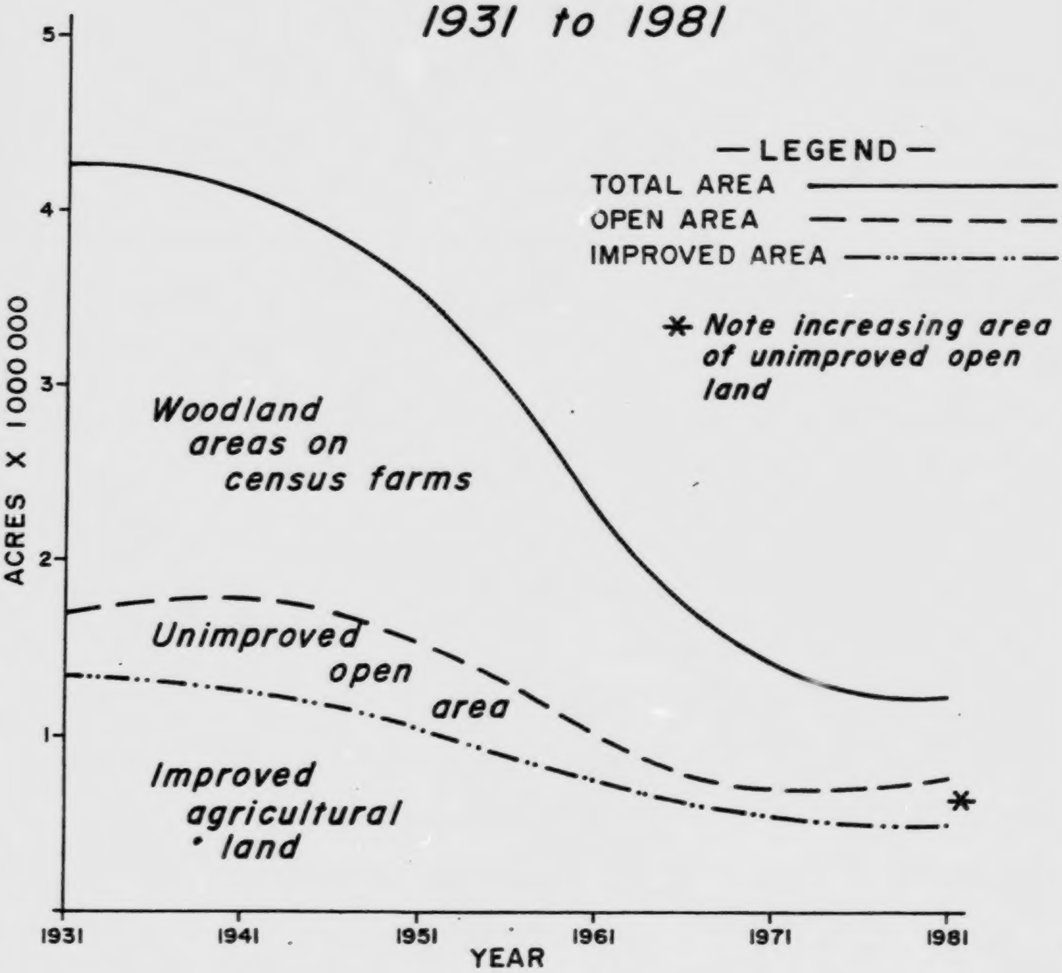
Source: City of Fredericton & Environment N.B.

process is designed for this but it is only working successfully at the municipal level. In the rural areas it is still widely regarded as a method for imposing Government's wishes instead of a mechanism to help the public establish what they really want.

Another method that is being tried is the Environmental Impact Assessment process. This incorporates considerable public input but since it is done on a project basis tends inevitably towards conflict because there must first be a project outline for the impact to be assessed. If there is adequate information on project design the decision is seen as already made; if there is insufficient information developed the public considers the Government as being secretive.

In the nineteen seventies the City of Fredericton prepared a comprehensive plan for the Capital Area but did not identify a needed new waste disposal site. The Province approved the Plan. Meanwhile, the City had already started spending money in search of a new site. When it had spent the equivalent of half a million dollars at today's values, it thought it had located a suitable site mostly within its own borders. However, the City's neighbours in New Maryland complained strongly and the Government for various reasons did not approve the site. The Government now finds itself actively involved in finding a site for this landfill. No

CENSUS FARMS
1931 to 1981



Source : Statistics Canada

doubt, in due course, most other municipalities will try and get the Government to find them a site also.

There is a need for a Policy that will provide a framework within which long term development options can be discussed and considered without undue haste. Much of the conflict in public debate comes from the shortness of time that is often available for consideration. There is a need to explore new ways of obtaining positive input from the public instead of provoking predominant negative reactions.

The Need for Increased Productivity

At a time of restraint and decreasing revenues the key question that arises is "Can we do more with what we've got?". In the case of our use of the land resources the answer is an affirmative "Yes".

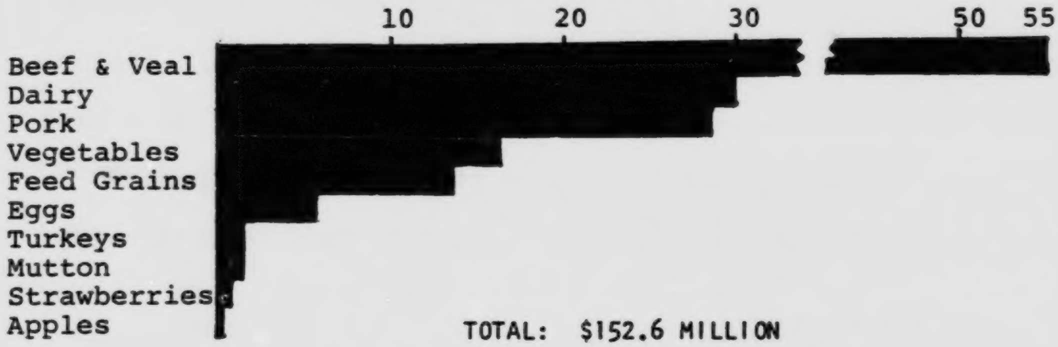
Over the past half century there has been a major reduction in the amount of land being farmed and as a result, much of the once-cleared land has been reverting to woodland. In the last few years, however, the trend has been halted and land is once again being cleared in some regions while still reverting in others.

There is a big opportunity to greatly increase agricultural production just to meet the needs of our own market. In 1979 the Province imported livestock, livestock products, vegetables, field crops and fruit, worth $152.6

PROVINCIAL IMPORTS OF AGRICULTURAL PRODUCTS
THAT COULD BE GROWN HERE

VALUE

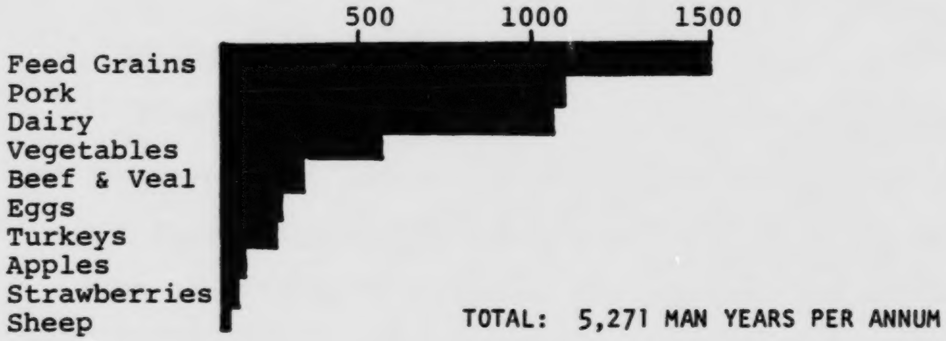
Million dollars 1979



TOTAL: $152.6 MILLION

WORK EQUIVALENT

MAN YEARS



TOTAL: 5,271 MAN YEARS PER ANNUM

Source: N.B. Department of Agriculture and Rural Development and Statistics Canada million. There is no physical reason why these were not grown in the Province. The land is there and capable of production. The prospect of bringing 5000 jobs into the Province instead of supporting them elsewhere and of spending our money within the Province, are powerful inducements to overcome the other difficulties of red tape and reversing historic trends.

Changes in forest management practice are also underway as the need for growing an improved forest is recognized. Steps are being taken to bring this about over the next several decades. This review of forestry practice shows that with proper management substantial increases in production levels could be achieved in the future.

Naturally in forestry a long-term perspective is necessary to bring about improvements. Nevertheless from a resource productivity point of view what the foresters are saying is that intensive forest management could generate over 4400 additional jobs annually, doubling the existing work force in the woods.

If these estimated man years per year of work were being done, an annual increase of wood production of about 2% per annum could be expected. Overall the provincial fibre production could be tripled within fifty years. Additional employment would be generated in harvesting, processing and marketing of this increased production.

ADDITIONAL WORK THAT WOULD BE GENERATED BY INTENSIVE FOREST MANAGEMENT

	Hectares x '000	Estimated Man Years per '000 Ha.	Total Man Years
Crown Land	2,928	0.6	1,757
Large Freehold	1,097	0.6	658
Small Freehold	2,055	1.0	2,055
TOTAL ESTIMATED ADDITIONAL WORK (PER YEAR):			4,470

Note: 1. This does not include extra work for harvesting the increased production.

2. Production could be expected to triple over 50 years.

Source: Department of Natural Resources.

The difficulties of bringing this about can be overcome if the potential is clearly recognized and the goals set. The obstacles are then placed in a perspective which makes them easier to overcome. Similar potential exists in other areas. There are still tremendous opportunities for improved return from Tourism, from multiple uses of land, from the water resource and from the coastal areas.

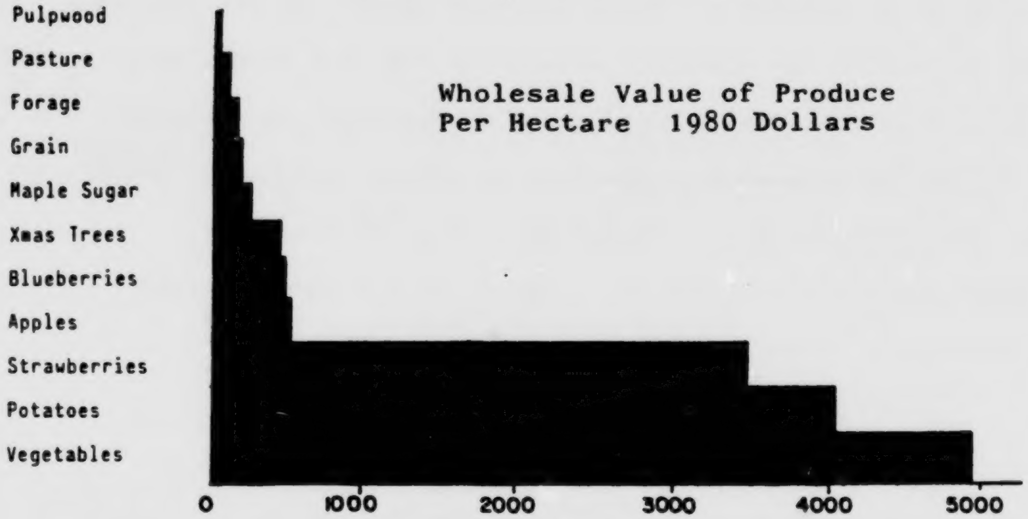
Perceptions of Land Use

A comprehensive review of Land Use Policy is a complex task because it encompasses so many activities in so many diverse areas and because of the misconceptions that have developed about what it is likely to be.

The adverse responses that some people have will be overcome when it becomes clear that the Government is interested in leading the way and in encouraging a more productive use of land, not in making people do things. The Government itself cannot increase the productivity of the land, only the people can do that. The best the Government can do is provide encouragement and support and leadership. There is a need for a Policy that enables this to occur within a coordinated framework.

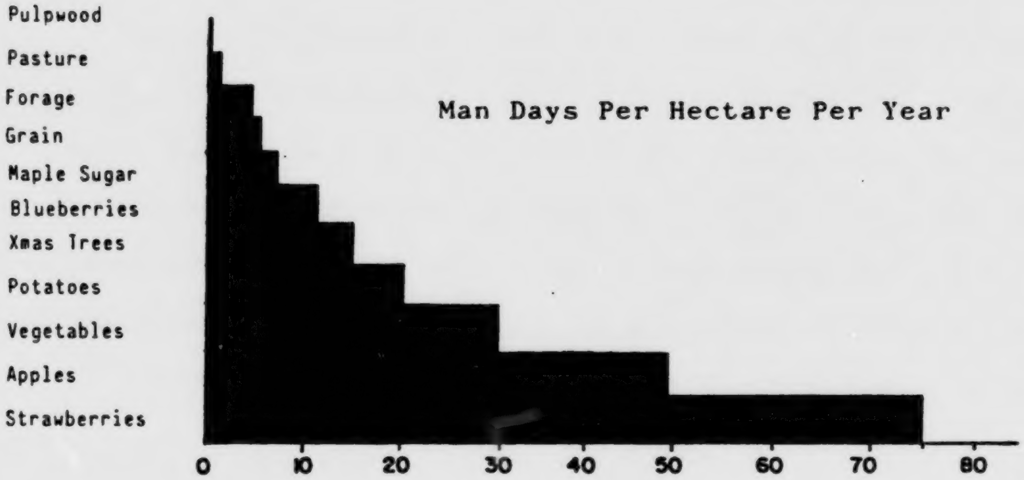
Many members of the public are also concerned about land use issues, the need for a policy and for coordinated delivery of services. The farmers, for example, are

COMPARATIVE CROP VALUES



Source: Statistics Canada

COMPARATIVE WORK REQUIREMENT



Source: Department of Agriculture and Rural Development, Department of Natural Resources & Statistics Canada.

concerned about foreigners purchasing land, particularly for speculative purposes and are also concerned about large corporate purchasers even where farming is the desired end. Others seek simplified access to land use services and programmes. Others recognize and take advantage of the overlapping or conflicting objectives of different programmes. The adoption of a clear policy can show the public clearly where the Government hopes to lead the Province.

Federal Land Use Policy

An additional factor in considering the need for a policy, is the recent adoption by the Federal Government of a Federal Land Use Policy. This has already had a noticeable impact on some economic development projects in Ontario and it is important that the Province not be put at a disadvantage for lack of a policy of its own.

Conclusion

In summary there is need for recognition of the value of the land and the long term basic value of its productive use. Land has to be regarded as a permanent productive resource and investments in land regarded in that light.

Given the rural nature of New Brunswick the ideal objective for provincial economic development is a balanced

"Get off my land"

and diversified economy firmly founded on a well managed resource base. It is vital that we develop the potential of our land resources as well as the potential for diversification of our economy. The two are inter-related and both must be done to achieve a strong economy. A Land Use Policy is the key to unlocking the potential that still lies in our land.

INTRODUCTION

THE WORK OF THE TASK FORCE

The Task Force commenced work in September 1981 and carried out a review of Land Use in the Province and particularly the activities of the Government that affect Land Use. A report was presented to the Deputies' Committee on Land Use Policy in December 1981 which looked at conflicts in Land Use, considered the principle issues and identified a large number of potential opportunities.

The group next reviewed a great deal of material that is available on land use. Of prime importance were the numerous reports that have been prepared for Government over the years since the Byrne report recommended abolition of county government in 1963.

These reports were prepared on subjects varying from Water Resources to Rural Life and Land Use, by authors including elected representatives, civil servants and consultants. Several of them incorporated a considerable amount of public input. All of them made recommendations on land use and in particular urged that the Government develop a policy on land use and also establish some form of coordinating structure to ensure wise land use.

The Task Force also reviewed available material on the wide range of existing Government programmes that affect land use. A series of detailed discussions were held with

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Land Use Planning)

It is recommended that the entire province be brought under community planning. Cities and towns should be permitted to continue their own planning agencies with the approval of and in accordance with the regulations of the provincial planning branch.

Royal Commission on Finance and
Municipal Taxation, 1963.

The planned use of land is a matter of paramount importance. . . rational planning of the use of forest resources can be accomplished only within a framework of comprehensive land use planning.

Forest Resources Study, 1974.

The Board recommends that the organization responsible for water management introduce a system of overall land use zoning and regulation through formal inter-agency liaison and negotiation.

Saint John River Basin Board,
1975.

representatives of key agencies active in land use programmes.

In June a workshop was held in Ottawa where the Provinces and the Federal Government informally discussed the present status of land use administration in their jurisdiction.

In preparing this report a conscious decision has been made to make it as short and concise as possible. The objective is to bring this broad and diverse subject into focus. Supporting material is included in a separate volume called "Working Documents of the Land Use Policy Task Force, 1982". Some of this is included in this report by way of illustration on the left hand sheets of the report.

The principal challenge facing the Task Force was how to cover such a broad area of Government and public activity, summarize it succinctly and then highlight the opportunities for improvement accurately and reliably, within a reasonable period of time.

From the beginning, unfortunately, the Task Force has had to face the fact that Land Use programmes are widely perceived in New Brunswick as programmes of discouragement, of infringement on owners' rights and in other generally negative connotations. It is the Task Force's hope that this report will lead to a wider understanding that this is not the case.

We hope to show that a Land Use Policy can provide a positive framework within which landowners may be encouraged

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Land Use Planning)

The study recommends the establishment of rural planning districts in the Province and the creation of District Planning Commissions for the preparation of comprehensive land use plans for each of these districts.

Agricultural Resources Study,
1977.

An inter-departmental body formulate a set of planning guidelines for the Province which would provide a foundation for the more effective planning and development of provincial resources to attain the highest and best use for all the citizens of the Province.

Third Report of the Select
Committee of the New Brunswick
Legislature on Rural Life and
Land Use. 1977.

to improve the use of their land. We hope to focus attention on the importance of land use in the Provincial economy and on its rightful role as a key factor in the Province's social and economic strategy.

Land use is what we do with our land. Land use programmes should be positive programmes for social and economic development. They should be programmes that evolve naturally from the basic strength and productivity of the land. They relate directly to such basic permanent needs as food, water, shelter, employment, energy and transportation.

Conflicts in land use have become increasingly numerous and difficult in recent years and the recognition that the development and adoption of a land use policy could help resolve these, was one of the prime incentives for commissioning this Task Force. However, a Policy by itself cannot be expected to resolve conflicts - this can only be done through the implementation of the policy. The challenge is to prepare a policy that can be accepted and that will help bring about improvement.

In response to dozens of recommendations made over the decades by legislators, consultants and the public, the main questions now are what should the Policy be and how should it be implemented?

CHAPTER 1

LAND USE CONFLICTS

When a landowner, whether Government, Corporation or individual, does something on his land or uses his land in a way that adversely affects other people, the result is a Land Use Conflict.

Historically, the land has been used for a variety of different purposes and in a Province which has about 10 hectares of land for every resident the use made of the land was not generally critical.

However, as the demand for land and the products from land increases, conflicts are becoming more frequent and more complex. In the past these conflicts have been resolved on an individual basis but it has now become very difficult and expensive to solve individual conflicts without creating others. In many of these conflicts the Government becomes involved either as a land user, as an approval agency, or as an arbitrator.

At this stage, it is becoming necessary to try to prevent the conflicts from developing. It is now apparent that resolving land use issues becomes too expensive, politically, socially and economically once the issue is allowed to reach conflict proportions. The recent experience with the Fredericton landfill site is a case in point.

DEMANDS FOR LAND USE ARE INCREASING IN INTENSITY AND IN KIND

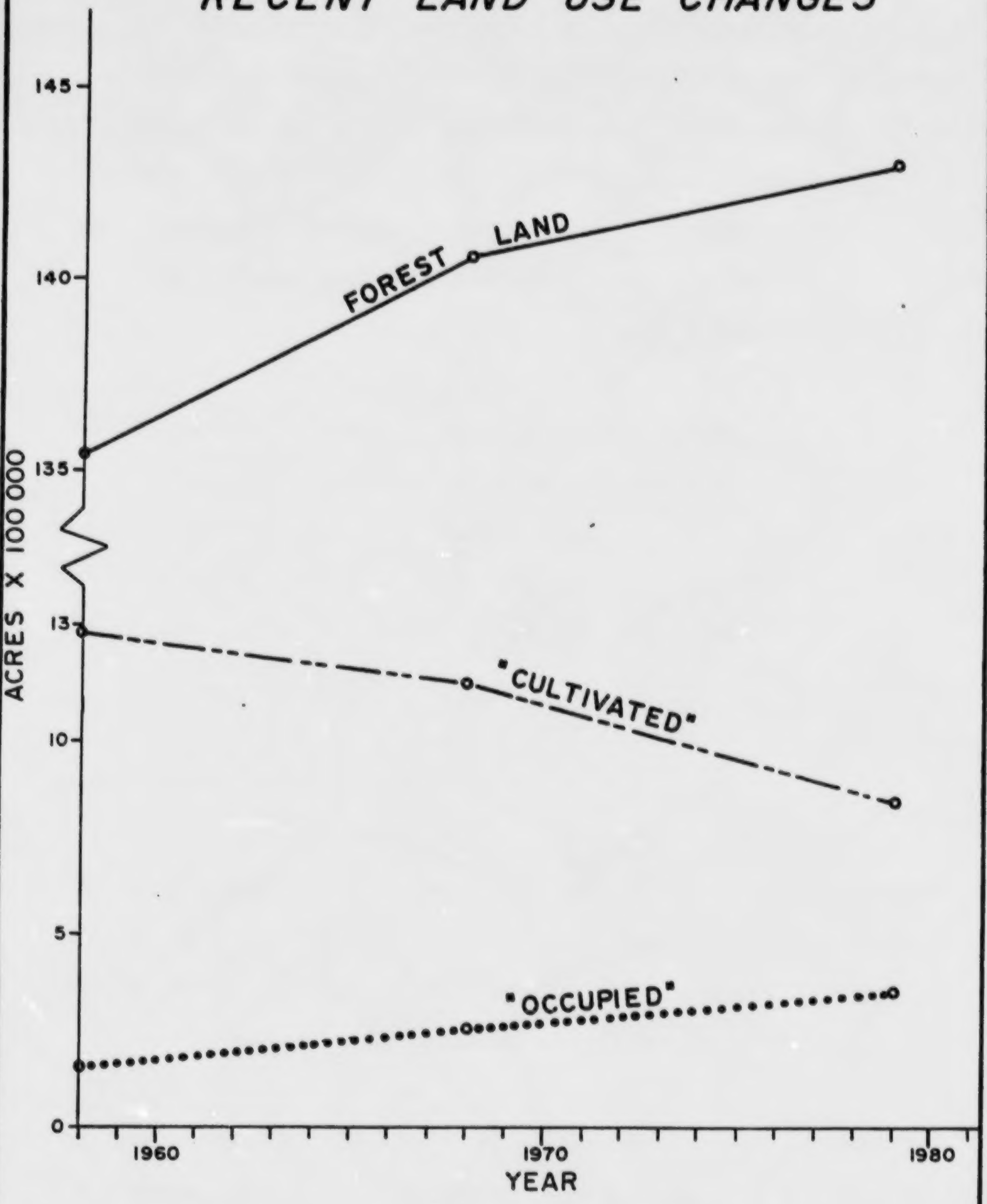
In New Brunswick, some of the factors leading to conflict are already established. Land ownership patterns for instance, may restrict productive use of land. The forester wants to spray to protect his trees from insects but is restrained by the residents and by the blueberry farmer who needs insects to pollinate his bushes. This increases the costs of forestry and agriculture production and is a source of contention with the resident. Land ownership patterns are long lasting and slow to change.

Other conflicts develop relatively rapidly as the result of a combination of factors. The 'urbanization' of rural land results from a combination of individuals' wishes, relatively low land values and the fact that some government programmes inadvertently encourage such development. For example, once housing is built along a farm boundary, the farmer then becomes constrained by regulation from certain farming activities.

Some factors don't create conflict but do hinder their prevention. The difficulty of obtaining rural representation in regional planning is an example. There is general agreement that such planning must come from the people but a mechanism is required to help bring it about. Without this, the conflicts develop and increase in complexity.

Another major factor is the recently developed public perception of what the Government should do for people if problems arise. For example, there is general expectation

RECENT LAND USE CHANGES



Sources : Forest Inventory , Department of Natural Resources that the Government will continue to pay compensation for repeated flood damage or will prevent farmers from spreading manure because a new subdivision has been developed beside his farm.

Land use conflicts are increasing and becoming more complex because we must make greater demands on our land to continue to prosper. We are also realizing that the land resources must be more efficiently managed. We recognize that the fish in the forest stream is important, as is the tree and the water itself. Our perceptions of how to manage our resources are changing rapidly. Concern for a comprehensive approach to the land resources is rising all across Canada at this time.

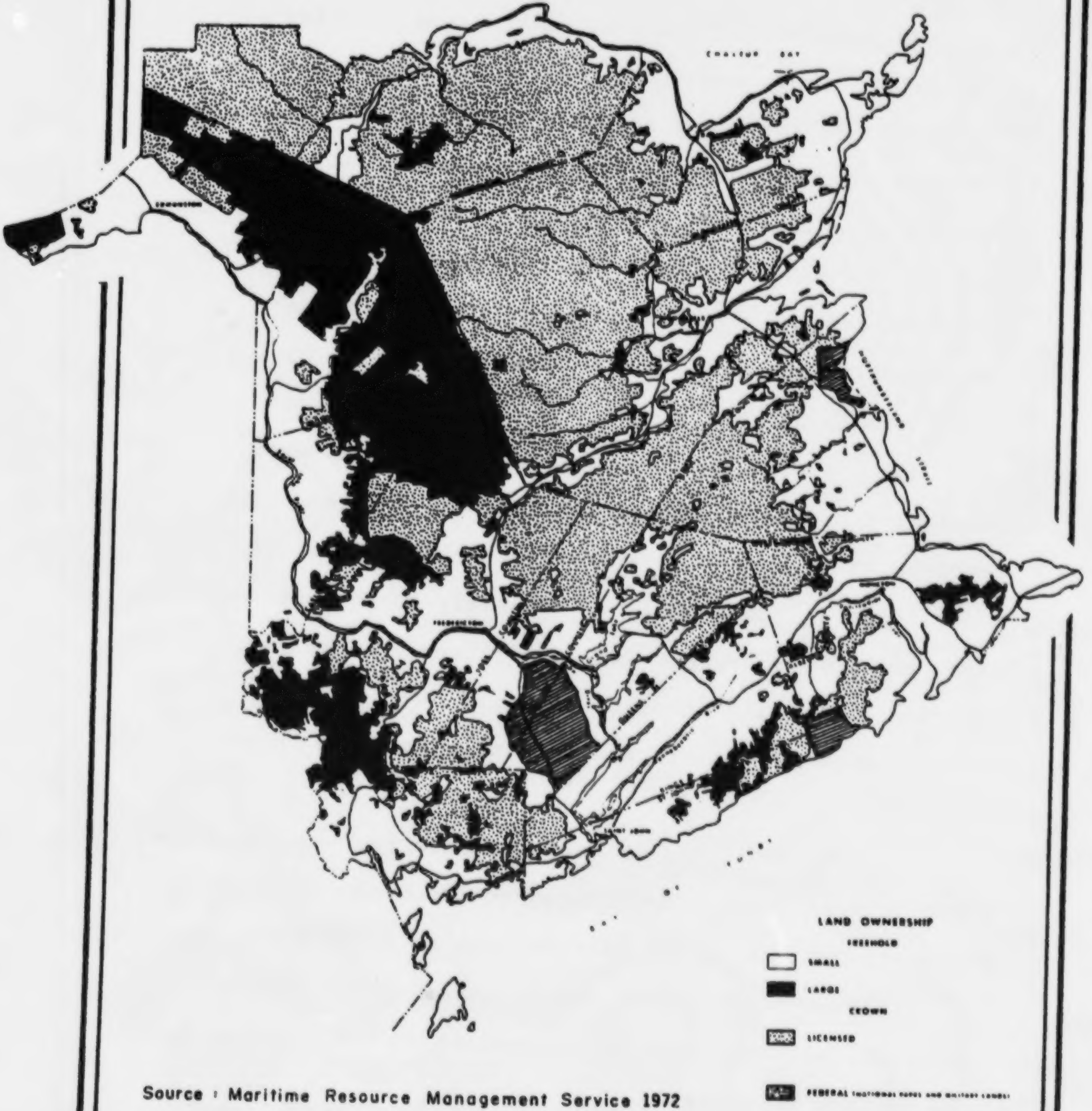
This has come about because of the increasing complexity of the conflicts and the near-impossibility of resolving them once they are seriously developed. A coordinated approach to land, necessary to prevent conflicts from developing, can provide significantly increased economic and social benefits as well.

Three major factors are forcing themselves on our attention:

1. That conflicts in land use have reached the stage where we must take a coordinated approach, so as to avoid the conflicts and decide what we want to do with our land.

2. That the historic exploitation of our land resources, although seen as economical at the time, is now seen to have been costly.

LAND OWNERSHIP



Source : Maritime Resource Management Service 1972

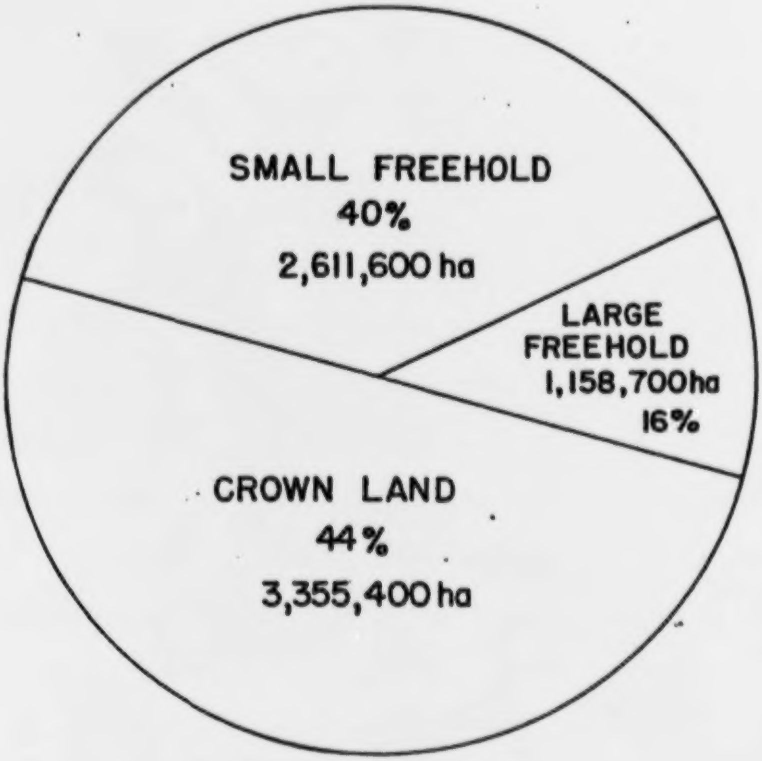
3. That management of our land resources for increased productivity is necessary for our future wealth.

Land Settlement and Tenure

The first major factor that has had a significant impact on land use in New Brunswick was the arrival of the Europeans who claimed the land from the Indians. The first to settle in the Province were the French (Acadians) in the early seventeenth century. The loyalists, Americans still loyal to the British Crown after the War of Independence, were given lands in the Province if they wished to resettle. Many took advantage of this offer and the influx of settlers led to the creation, in 1784, of New Brunswick as a distinct political entity.

Settlement continued to be encouraged by the new government because it was necessary to increase the population if a viable social and economic community was to evolve. Land grants were the principal tool used to promote this policy. Settlers were granted land in fee simple, mostly in parcels averaging about 100 acres, for a minimal charge and provided they cleared 10 acres of the land for agricultural purposes. Resource Development was the basis of society in New Brunswick until well into the twentieth century and the 100 acre parcel of land was sufficient to permit the settler to clear himself enough farmland to support his family and provide some income while maintaining

LAND OWNERSHIP IN N.B.



TOTAL PROVINCIAL LAND AREA: 7,125,700ha

SOURCE: D.N.R. FOREST INVENTORY

a farm woodlot where wood for fuel and construction purposes could be gathered.

The importance of the settlement policy of New Brunswick is that it has determined the basic land tenure pattern of the Province. About 44% of the land surface of New Brunswick remains as Crown Lands, 40% is in small private freehold and 16% is in large private freehold (parcels with over 200 hectares of land).

The concept of Private freehold has an important effect on how land is used. Although it is generally believed that a private feeholder has the right to use his land as he wishes this right was never given by the Crown. Private freehold in fee simple refers more explicitly to a form of land tenure in which there are no limitations to any class of heirs or restrictions on the transfer of ownership. Absolute rights to the land were never granted in New Brunswick.

Mineral rights have been retained by the Province; and in grants given since 1884, so has the ownership of the stream bed and a strip of land along the bank. Before a landowner can sell part of a parcel of land or build on it he may have to obtain subdivision approval or a building permit. The only activities that landowners can pursue without a licence or some other qualification are the cultivation of crops, the non-intensive raising of livestock and the occupation of the land. Private freehold is a system of shared responsibilies between the private

LAND OWNERSHIP

	Number of Properties	Assessed Value $ Millions
TOTAL PROVINCIAL	325,121	11,184.3
Non-resident N.B.	6,626	17.1
Non-resident Canada	4,245	12.3
Total Non-Resident	10,871	29.4
Total Resident	314,250	11,154.9
Non-Resident as percent of Total	3.3%	0.3%

	'Farmland' (Hectares)	'Farm Woodlots' (Hectares)	'Timberland' (Hectares)
TOTAL PROVINCIAL	322,390	586,349	2,168,172
Non-resident N.B.	3,540	1,211	52,414
Non-resident Can.,	3,193	1,143	55,472
Total Non-resident	6,733	2,354	107,886
Total Resident	315,657	583,995	2,060,286
Non-Resident as percent of Total	2.1%	0.4%	5.0%

Source: Assessment Branch, Dept. of Municipal Affairs, 1982.

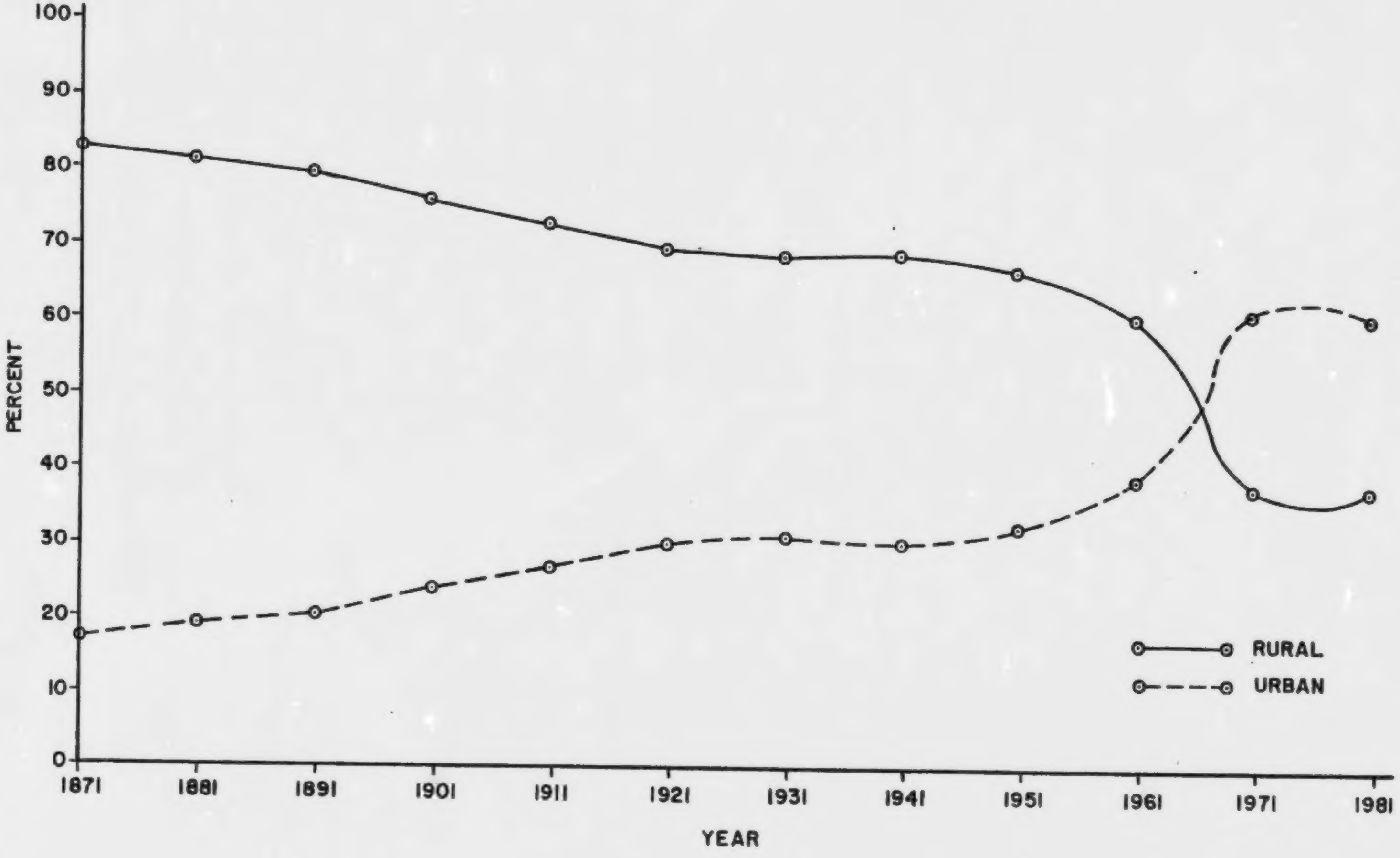
landowners and the Province. The Province can regulate the use of the land in its sphere of jurisdiction in various ways. The private landowner can do as he wishes with his land within his sphere of jurisdiction.

Economic Development, Industrialization and Urbanization

The importance of the forests of New Brunswick was first realized during the Napoleonic Wars between Britain and France. When Napoleon blockaded Britain from the Scandinavian coutries, the traditional suppliers of wood for the British fleet, Britain had to look elsewhere for its timber. The forests of New Brunswick, both private and Crown, were harvested for planks and masts. Shipbuilding and trade prospered and the golden era of wood, wind and sail ensued.

Industrialization and the development of secondary manufacturing changed the land use pattern of New Brunswick by increasing the urbanization of the Province. The proportion of urban dwellers went from 17% in 1871 to 32% in 1931. The trend to urbanization stabilized in the period from 1931 to 1951, most likely because of the great depression and Second World War. The move to the urban areas in New Brunswick increased dramatically from 1951 to 1976 at which time the urban population accounted for 63.2% of the provincial population. This trend has recently reversed itself and in the period 1976 to 1981 growth

EVOLUTION OF THE URBAN-RURAL POPULATION IN N.B. (1871-1981)



occured in the rural area of the Province. As a result the urban area's share of the total Provincial Population declined to 61.5%

Local Government

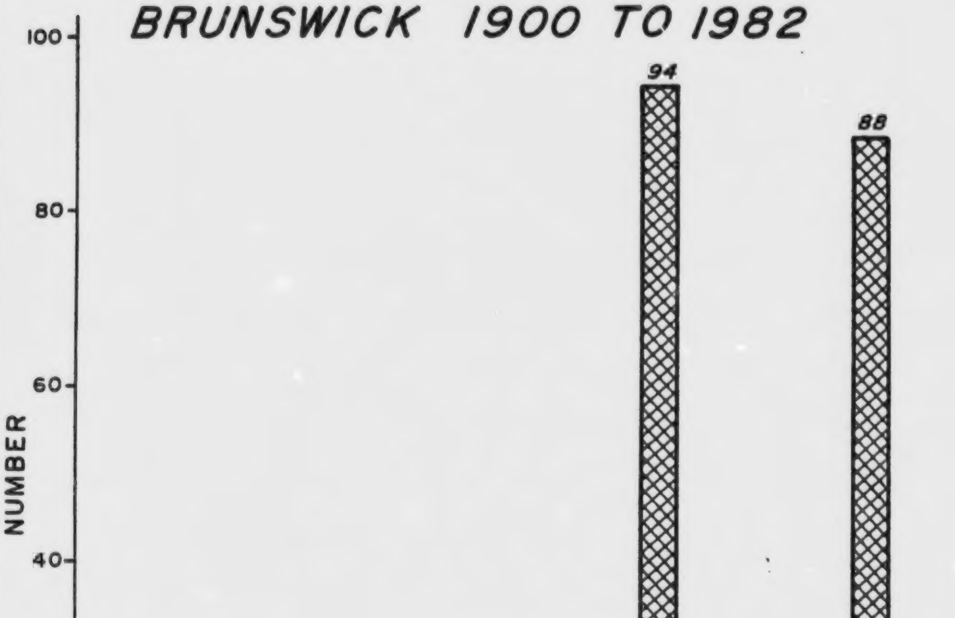
Development of local government was very slow in New Brunswick even though the city of Saint John, incorporated in 1785, is the oldest incorporated city in Canada.

From 1784 to 1877 local government was carried out through quarter sessions providing little means of participation for the public in local affairs. A few municipalities were incorporated by special legislation such as the cities of Fredericton in 1848 and Moncton in 1855.

The first counties were established around this time but it wasn't until 1877 that the Counties Incorporation Act transferred the executive and legislative powers of the quarter sessions to 15 elected County Councils covering the entire Province. These then became the most important local level of government until their effective abolition in 1967.

The increasing pace of urbanization of the late forties and fifties put severe strain on the municipal structure of government to provide the services that were being demanded. In 1962, the Government established a Royal Commission on Finance and Municipal Taxation (Byrne Commission). This report proposed sweeping changes to the existing system of municipal government based on the distinction between services of a provincial nature to be

EVOLUTION OF LOCAL GOVERNMENT JURISDICTICTIONS IN NEW BRUNSWICK 1900 TO 1982



The program of municipal reform in 1967 abolished the county level of government. In those areas without local government the Department of Municipal Affairs administers Local Service Districts to provide appropriate services. Local Service Districts totaled 192 in 1972 and 233 in 1982.

Source : Municipal Journal

provided by the provincial government and services of a local nature that would be provided at the municipal level of government (cities, towns and villages). County governments would be abolished and services of a local nature would be provided in the rural area by a proposed municipal affairs commission on a user pay basis with supporting grants.

Many of the recommendations of the Byrne Commission were implemented. In 1967, a new Municipalities Act was proclaimed based largely on the precepts of this report. This was an important restructuring of the decision making process of the Province and is significant, particularly because the new municpalities were given the responsibility for land use decisions. The Province, having assumed the responsibility of providing services of a local nature to the rural area, became responsible for land use in the rural area.

Legislation

The first land use conflicts occurred in the more densely settled areas of New Brunswick and many of the Provincial municipalities have used the Community Planning Act (1972) and its predecessors to prepare land use plans and adopt appropriate by-laws. The planning process appears to have worked quite well in the municipalities because very few major land use conflicts have evolved. This Act also

Sylvicon '82 Told:

Spruce, Fir Supply 'In Total Jeopardy'

- Telegraph Journal, Thursday February 18, 1982

Softwood Shortage Seen In 20 Years

Alleged Wood Shortage:

'Lots Of Talk, But Action Is Lacking'

- Telegraph Journal, Thursday April 22, 1982

Secondary Hardwood Industry

Wood Supply Inadequate

provides for the adoption, by the Province, of Area Plans and Regional Plans. Area Plans under the Community Planning Act are essentially similar to Municipal Plans for Rural Areas while Regional Plans are intended to be a coordinating effort by the Province of its various policies in order to achieve sound regional development. To date, the Province has adopted no Area or Regional plans.

During the seventies there was a growing awareness of a need to increase the productive capability of the land devoted to resource production, particularly in the forestry field. In April, 1982 the Province adopted a very important piece of legislation - the new Crown Lands and Forests Act which is specifically intended to increase the productive output of the Crown Lands, principally in softwood. It will do this by getting a commitment from the principal licencees (private sector) to manage the lands effectively.

The Crown lands have been divided among ten Forest Products Companies who are responsible for the overall management of the licenses, but who have to also meet the supply requirements of about 120 sub-licensees. The government has committed itself to extensive monitoring of the management plans of the licensees and the license can be withdrawn if the licensee is not following his management plan fully. The efficient licensee will be rewarded with the chance of an increased annual cut allowance.

The Act also establishes the private freehold lands as the primary supplier of softwood and the Crown lands as the

Total Program Suggested

Need For Proper Management Stressed

Woodlot Owners Have Key Role To Perform

Woodlot Owners Seeking Action From Government

N.B. Woodlot Owners Want Trespass Protection

Make Clear-Cutting Criminal Offence?

residual supplier. The Province will not use its position as the largest landowner to keep prices low but expects the private landowners and softwood users to settle the price. A study on private woodlots has been commissioned to look in detail at how all this will be achieved and how softwood production from private lands can be increased.

There is much other legislation that has been enacted that effects Land Use. The Health Act stipulates minimum sizes for rural lots (1 acre) and controls distances between wells, septic tanks and houses. The Clean Environment Act has comparable provisions and many others controlling sources of pollution and providing for the protection of watershed areas from polluting activities for example. The Quarriable Substance Act controls the extraction of sand and gravel from coastline areas of the Province and from Provincial Crown Land.

Numerous Acts administered by the Department of Agriculture have direct and indirect impacts on Land Use as do such other legislation as the Highways Act, the Electric Power Act, the Parks Act, the Community Improvement Corporation Act and the Industrial Development and Expropriation Act.

The Rural Area

The Community Planning Act and the Crown Lands and Forests Act address the two main aspects of the principal

The Daily Gleaner, Tuesday, November 10, 1981 3

Urban Sprawl Problems Cited

—Sometimes Housing, Farming Don't Mix

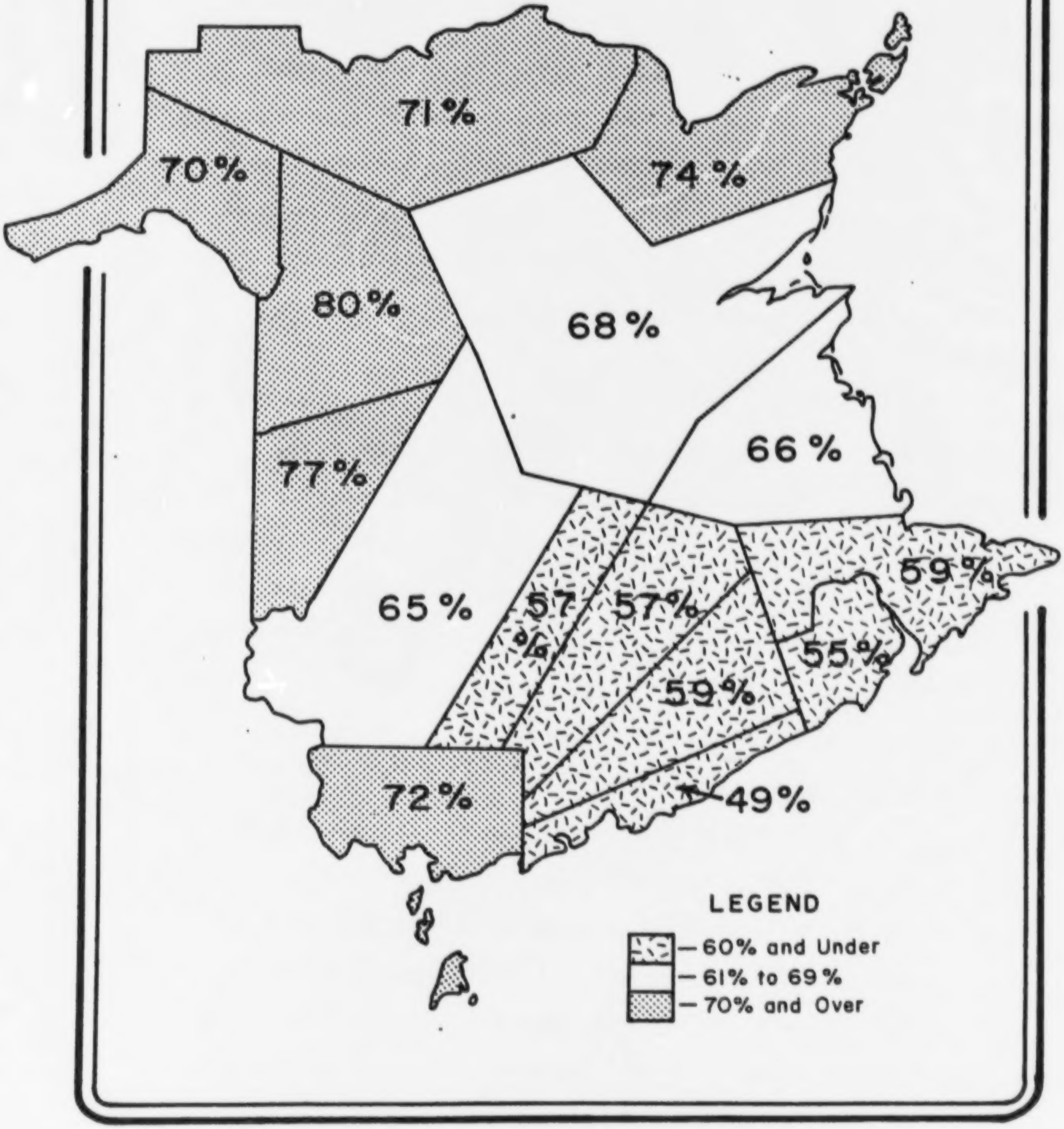
land use dilemma. Land is required for living on, for services, for transportation, recreation and utilities. Land is also required to provide food and other products necessary to support the economy of the Province and the population.

The residential or urban areas have been defined by community boundaries and the Crown lands are approximately defined and are mostly in large blocks. However, the Crown Lands and Urban areas combined amount to barely half of the Province as a whole and it is in the remaining half, the rural, generally privately owned half, that difficult conflicts are occuring.

Many of the present conflicts result from the face-off between a trend for the increasing use of the rural area for residential purposes and another one that is calling for the more extensive use of this area for production of primary products. Conflicts between forest and farming and residential development are increasing and some are also influenced by legislation which requires, for example, that a farmer cannot build a livestock barn close to his new neighbour's backyard.

The rural area of New Brunswick is not one single homogeneous block. Regional peculiarities exist. All Land is not the same everywhere; some is better suited for certain uses than for others. This regional dimension to the land use question is very important. The trade-offs made between using land for residential purposes and land

PROPORTION OF FARMLAND UNDER CROPS IN 1981 BY COUNTY



Source : 1981 Census

for resource use will vary in various regions. Some regions will undoubtably favour more the use of this land for residential purposes than for resource production while others might choose the reverse. So there are conflicts for Government in meeting the desires and improving the capability of the different regions of the Province.

The Province has committed itself to a sound resource management programme for the Crown lands because of the need to assure a supply of wood fibre to sustain the Province's Forest Products industry and in doing so has designated the rural area as the primary supplier of softwood fibre for the industry.

The rural areas have no local government, no community plans or resource development strategies. Most land use conflicts that are arising are occurring in these areas. New residents do not want to smell manure once they have established there. No one wants to have a dump nearby. Intensive forest and agriculture management need large land surfaces and long term commitments to be effective. The dilemma of the unincorporated area is in deciding how they are to be used for both settlement purposes and for resource development.

Since there is no local government, the Province is responsible for providing local services. This has led to jurisdictional overlaps and concerns among government departments. Overlaps in the sense that many departments provide services to the residents of the rural area yet no

''Where's the planning?''

Homeowner asks why he didn't know about rifle range

- King's County Record,
Wednesday September 1, 1982

one department is responsible for this overall administration. To provide these services better many departments have regionalized their services but not always on the basis of the same regions. In administering services to the rural areas many departments have developed special concerns.

The need to reserve land for highway widening, the need to protect the quality and quantity of public water supplies, to avoid flood-prone development, to protect sand and gravel reserves, coastal areas, ecological areas, access to highways and water bodies . . .all these and many others are of concern to Government and action is being taken to meet these needs.

Each Department collects information for its own purposes and analyses the effectiveness of its own programs independently of others. There are, for instance, several different agencies making maps of the province for their own purposes. Maps can be readily used by others but other information is not readily available for use by other agencies or the public.

The rural areas are being managed by many different Government agencies each with particular responsibility to protect or reserve land, to provide services, administer grants or assistance, or to collect taxes, royalties or other revenue. There is, however no comprehensive view or strategy of what is being done, for what overall purpose, at what cost and for what return in rural land areas.

While many rural residents reluctantly accept that small farms and much of the traditional type of woods work and fishing no longer provide an adequate income, they do see the need for imaginative programs that will lead to new forms of industrial activity. In addition, tourism is almost universally seen as having great potential, particularly for rural areas.

Throughout the rural areas, people feel isolated from the decision making centres and helpless to change or improve their lot. The emphasis on large scale economic development aimed at a few centres leads them to question the value placed upon people and their way of life.

Participation and Development,
Task Force on Social
Development, 1971

Towards a Policy

Land Use Conflicts are now involving the Government, both as arbitrator and landowner. There are conflicts of ownership such as between large and small freeholders, Crown land and private land, resident and non-resident. There are conflicts in administration such as that implicit in regulation (Government versus the individual) and that between encouraging protectionism on one hand and development on the other. There are conflicts of need, a place to live, food, water and fuel to sustain services and the need to minimize the cost of Government. There are conflicts between meeting short term needs and long term needs and between the needs of different regions.

A Land Use Policy cannot be expected to solve all these conflicts itself, but it can and should provide a common framework within which these conflicts can be resolved and it should also lead to the development of a situation where conflicts can be anticipated and prevented to a much greater extent than is currently possible. Present circumstances tend to encourage conflict; adoption and implementation of a land use policy should help to avoid the costs and consequences of conflict situations.

CHAPTER 2

THE LAND POTENTIAL

Conflicts in land use are a prime reason for developing and implementing a land use policy but there are also others. The most important of these, and the most significant at times of changing economic circumstances, is the very great unused potential of the land in the Province.

Whatever aspect of land use is considered, the people familiar with that sector talk about the potential for increasing the return from the land by several times.

It is clear that the capability of our land to produce is much greater than its present output. If a four-fold increase in the value of forestry products and as much as a 15 fold increase in smaller sectors such as blueberries is indeed feasible (at some cost and over time) then clearly there is merit in aiming for this.

Maximizing production from the land, however, while it could greatly strengthen the economy and provide jobs and social benefits, may conflict with other desires of the people such as to leave their land in its natural state and to be able to buy land and live where they like. These ambitions are also valid.

Increasingly, however, people are demanding new services, while at the same time being concerned about the ever increasing costs of Government. All landowners are

THE BILLION DOLLAR CHALLENGE

WE HAVE THE LAND

We have a huge reserve of agricultural land in Atlantic Canada waiting to be used. **It's enough for an additional 10,000 commercial farms.**

We have 6,500,000 acres of potential agricultural land in our four Provinces located in blocks that are large enough to be suitable for commercial production. Only 28% of this acreage is currently cleared, and much of it is not producing to its maximum. The remaining 4,700,000 acres are still under forest.

Agricultural land is generally much less expensive in Atlantic Canada than in other food-producing areas in North America.

It has been estimated that if all of our potential commercial farm land was producing all that it could grow, our agricultural output in Atlantic Canada would be **at least eight times** its present size.

A three-fold increase within the next fifteen years is well within the range of possibility.

WE HAVE THE MARKETS

In Atlantic Canada, we are currently producing about **one half of the pork and one quarter of the beef and lamb** that are consumed within the region.

Apart from potatoes, we are producing **less than half of the vegetables** that could be grown and marketed within the Atlantic Region.

In addition to our local demand, we have traditional **export markets that can be expanded** for such products as apples, potatoes, blueberries, rutabagas, breeding stock, and balsam fir Christmas trees. There are also potential new export markets for vegetable protein crops and winter cereal grains that can be profitably produced in Atlantic Canada.

The population of the world is increasing, while the supply of land capable of producing food remains static. **This situation will surely present new opportunities for food production in Atlantic Canada** for local and export markets.

SOURCE: The Billion Dollar Challenge
Maritime Farmer's Council

serviced by highways and many have access to other services, but their contributions to the costs are not necessarily based on the costs of the services provided. The Government's need to obtain a fair level of contribution in return for an appropriate level of service, is also valid.

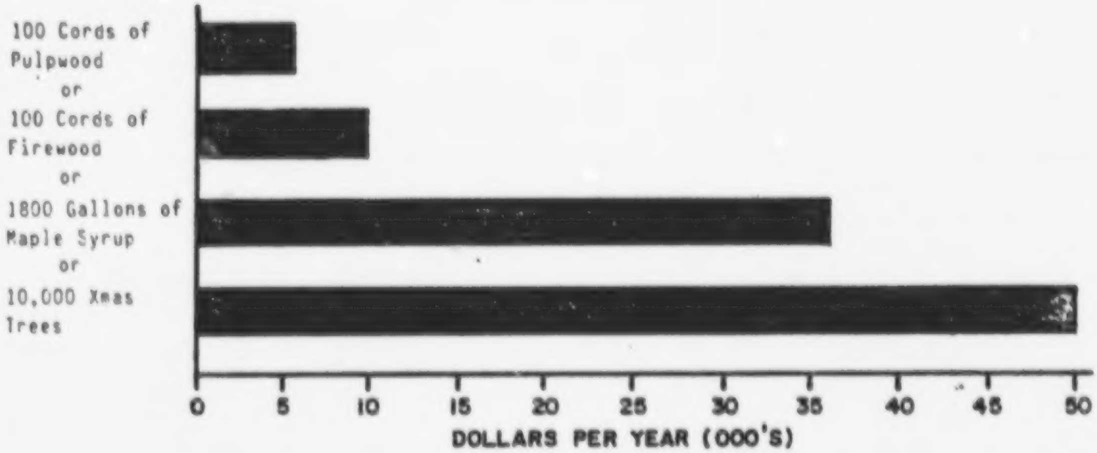
A further significant factor is the outside constraints on the Province, its Government and its people. With large quantities of materials and food being imported the province is far from self-sufficient. But economic pressures elsewhere and such world wide factors as energy costs, inflation, increasing population, decreasing farm and forest land are leading to a situation where the Province has to look much harder at its own capability to feed and support its population and the potential for exporting any surplus.

The people of the Province are sitting on land which is not only valuable but capable of providing greatly increased return in response to a modest investment. At present, much of our land is dormant and, although it is serviced, provides little or no contribution to the cost of the service. It is our security but it can also provide for our income needs if we work with it.

In general, the value gained from the existence of the land is taken for granted and the benefits are built into the values of society. The value of land in dollars is apparently determined at land sales but the price paid is to a significant extent paid for what can be done with the land, its productivity. Only the wealthiest can afford to

FOREST LAND PRODUCTIVITY

100 Acres of Forest Land Can Produce
(on average if properly managed)



Plus Work, Pleasure and Enjoyment

100 Acres of Forest Land in N.B. Did Produce

on average in 1981 - $1,367

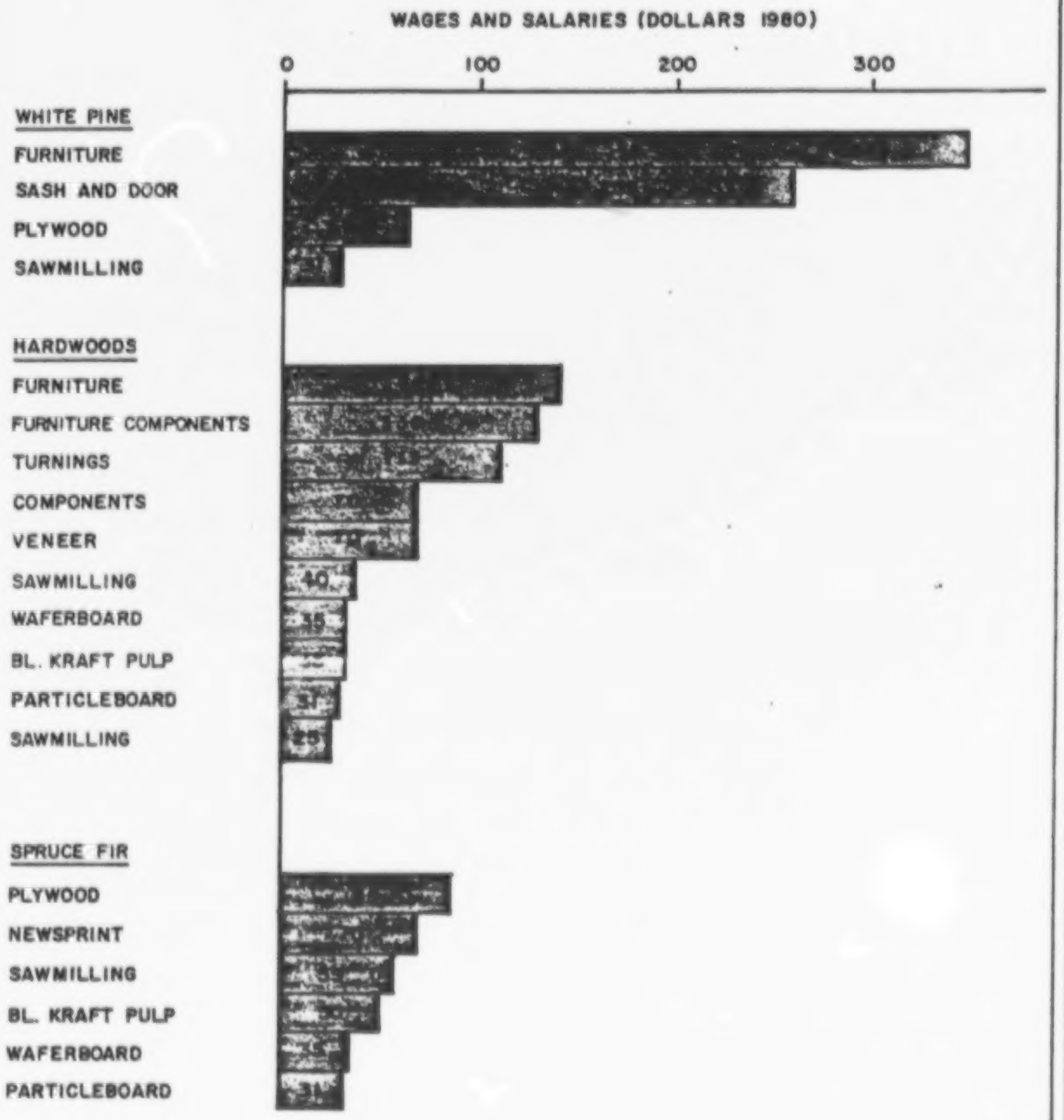
Source: Department of Natural Resources

buy and hold large quantities of land and the fact that many who do will not exchange land for money but only for more land confirms that the intrinsic value of the land itself is almost beyond price, and that the price at which land does sell is essentially a reflection of its potential productivity.

The potential productivity of land is based on many factors and limited by many. Climate, soil, slope, drainage, fertility, water availability, rocks and minerals, accessibility are among the geographic factors. Location, beauty, access, social customs and legislation may affect the aesthetic value. Natural vegetation, insects, wildlife, fish, affect the productivity of its natural state. Potential uses, access to markets, local needs, closeness to areas of high demand for land, economic conditions and strategies; all these can also affect the productivity of the land and hence its value.

In fact, however, the greatest determinant of the potential productivity of the land is people. If people expect little from the land, care little for it and invest little in it, it will produce little. On the other hand, if people expect much from the land, then it will be made to provide, abundantly in proportion to the effort and care put into developing its potential.

The development of civilization in the western world has brought us to the point where most of the food we eat has been cultivated. We have long since accepted the need



BENEFITS FROM ALTERNATIVE WOOD USES

(BASED ON 100 CUBIC FEET ROUNDWOOD INITIAL INPUT)

SOURCE · COMMERCE & DEVELOPMENT

for investment in agriculture to produce better crops. There is wild food available to us for no investment but we prefer to grow cultivated crops even in difficult land.

In forestry, on the other hand, we have until recently harvested only the natural wild growth of our forest land. This has been sufficient to meet all existing demand. Only recently has there been recognition of the potential future demand and the fact that our land could produce perhaps four times as much softwood and perhaps three times as much hardwood. We are now choosing to start cultivating trees, to start making the investments in forestry that agriculture has long required.

In other areas the same point can be made. The potential productivity of the land is far beyond our present demands on it. Our limited demands on it are easily attributed to the relatively low population density and the limited market that this implies. But New Brunswick lies at the nexus of the western industrial world, like a park surrounded by industry and people, and there are numerous examples large and small of the potential markets that can be developed for New Brunswick products with determination and imagination. In marketing, however, there is much yet to be done and there must be continuing pressure to develop the long term markets for the products we can and should produce from our land.

If productivity of the land is as much a reflection of the society as of the land it becomes necessary for society

This was what I prayed for: a plot of land not too large containing a garden, and near the house a fresh spring of water, and a bit of forest to complete it.

HORACE "Satires II" vi 1
(65-8 B.C.)

to determine what a productive use is. The land may be naturally capable of producing the most magnificent dandelions but if no one wants dandelions the productivity is of limited value. On the other hand, if everyone wants dandelions almost any kind of land can be made to produce them. So we must decide what we want from the land; what kind of use and what kind of benefits we hope to obtain.

Broadly speaking the potential benefits fall into two categories, the quantifiable and unquantifiable. The quantifiable benefits are those where the benefit can be measured in terms of dollars or jobs or occasionally some statistical method. It is relatively easy to assess the desirability of these uses because the benefits can be predicted and the costs assessed and a decision made on the basis of fairly clear information. For convenience these are referred to as the "economic" uses or benefits.

The other category of use and benefit is much harder to measure but is a very important part of the fabric of New Brunswick society. Called, for convenience, the social group, it includes much of the benefits derived from recreation, from hunting and fishing, from beautiful scenery and unspoiled wilderness. The "quality of life" in New Brunswick is a phrase which sums up many of these unquantifiable but real and important benefits. A woodlot owner who takes pleasure from watching nature take its course on his land without any interference by him is obtaining a real benefit from the land, but a strictly "social" one, not an economic one.

The planners want your help in deciding the future of this area. Select one of the following : (1.) A sanitary landfill site , (2.) A new subdivision for 1,000 city folk , (3.) A forest plantation for spruce budworms , (4.) A luxury tourist resort .

In most cases productive use of the land provides social and economic benefits to a greater or lesser extent, and, in a sense, all economic benefits contribute to the overall good of society. There is, however, a real difficulty in balancing social and economic benefits because there is no technical way of doing it. It can only be done by judgement, by society.

In resolving conflicts between competing uses the question that has to be answered is "Which is the better use"? The first approach to this is to consider which is the most productive use in the sense described. In many cases, if sufficient information is available, it will be possible to decide the most beneficial use on this basis. In other cases there will be a balance to be struck between social and economic benefits, between technical factors and social attitudes for instance, such as happens typically with selecting sites for landfills.

Even if the decision falls readily into a quantifiable solution there is another element that must be introduced, the element of time and the impact of our activities now on the future uses of the land. It is not sufficient for us to decide that the most productive use of the land now is something that will render that land useless for all future uses. Desirable land uses are those that are productive now and will continue to be so and which will not prevent other uses of land in the future if and when circumstances change. In short, irreversible uses of land must be very carefully considered.

The Daily Gleaner, Saturday, April 10, 1982 3

Land Loss Feared

MLAs propose 3,000 acres as limit

Landowning curbs urged in PEI

Special to The Globe and Mail

CHARLOTTETOWN — A long

N.S. Land Purchase Controls On Horizon?

In facing decisions involving conflicting land uses it would be helpful if guidelines were readily available saying "This is more important than that". In reality, however, each conflict has to be resolved individually and broad guidelines can only be of indirect help.

There can, however, be some merit in devloping some overall regional or provincial guidelines as to preferred uses - a sort of heirarchy of public good.

In British Columbia, for instance, it was decided that land with good capability for agriculture in the Fraser Valley must be protected for agricultural use only. In other words, the agricultural use of that land, whatever the value of the crops produced, was more valuable to British Columbia than any other possible use however much greater the economic return might be. This decision has since been somewhat modified to allow appeals to Cabinet for other uses, but the principle remains.

Manitoba has also strongly declared the importance of agricultural land after a process of public debate and review. But other land uses are important and priorities have to be decided locally by the people themselves.

The only useful way to draw up such a "heirarchy of public good" is through an intensive programme outlining the various options followed by public discussion. It has to reflect what people want after considering all the options, not any sort of technical or statistical optimum. In a Province with such distinct regions as New Brunswick it should also reflect these regional variations.

INTENSIVE FOREST MANAGEMENT

ADDITIONAL WORK REQUIRED (ESTIMATED)

On 100 hectares over 50 years

Softwood

Stand Establishments:	Man-Years
Site preparation	0.1
Planting	1.0
Hardwood Control	0.1
Pre-Commercial Thinning	1.0
Stand Management:	
Commercial Thinning	2.0
Miscellaneous, Admin. etc.,	0.8
	5.0

Conclusion: On average, an additional $^{1}/_{10}$ man year is required for 100 hectares per year, for intensive management.

Note:
1. This does not include harvesting or existing average levels of effort.
2. This applies to small parcels.
3. Average for large parcels would be about 3 man years over 50 years.

Source: Department of Natural Resources.

Ultimately, the people who decide what is productive are the people of the Province. Until recently, the economic situation has not provoked such consideration. Now the crunch of economic stress requires us to ask how much longer we can afford to underutilize our land and its ability to produce goods and services. Economics, after all, is a contribution to society's interests and should not be a competitor.

In order to make these decisions effectively it is essential to have useful information available. Information is needed on present land use and on the capability of the land. Comparisons can then be made and opportunity areas for increased productivity can be identified.

Information is needed from researchers as to what crops can be most effectively grown in New Brunswick. Much more could be done in researching and developing appropriate varieties for New Brunswick's conditions and also in distributing information on what has been done elsewhere in ways that spark interest. There is existing research talent in New Brunswick working on other people's problems that could be focused on ours.

More information should be made available for general use from the massive amount of data that is collected regularly by Government and other agencies. Time and effort are required to convert the data to useable information but ways to find this time are required.

2 · THE TELEGRAPH-JOURNAL, SAINT JOHN, N.B., TUESDAY, AUGUST 17, 1982

Eugene Whelan:

Old Farming Methods Are Hurting Many

NT JOHN, N.B., WEDNESDAY, AUGUST 18, 1982 5

N.B. Outlook

Potatoes Look Good

Canada Should Grow More Food

Small, Modern Farm Most Efficient

By BRUCE WHITESTONE
in London Free Press
(Mr. Whitestone is a
Canadian economist)

Fewer, Bigger Farms Are Producing More

Ottawa's plan for food based on more research

R4 THE GLOBE AND MAIL, FRIDAY, JUNE 11, 1982

Time for responsible management

From the background described above it is apparent that the productive use of our land is critical to the future well being of the Province. It can lead to reduction of our dependancy on others and it can provide a standard to help resolve conflicts. The Task Force believes it should be the main thrust of a Land Use Policy.

For this reason the following statement was drafted to act as an objective for the development of a Policy, and is described in detail in the policy which follows.

> THE LAND RESOURCES OF NEW BRUNSWICK SHOULD BE USED TO PROVIDE THE MAXIMUM SOCIAL AND ECONOMIC BENEFITS TO THE PEOPLE OF NEW BRUNSWICK ON A CONTINUING BASIS.

The proposed Policy follows as a self-contained unit and supporting explanation has been kept to a minimum. The Policy should be read in conjuction with this report. More detailed information and references may be found in the separate volume of "Working Documents".

CHAPTER 3

PROPOSED LAND USE POLICY

This Chapter incorporates the Proposed Land Use Policy and is designed to be self contained, although concise. The Chapter consists of three parts: the Statement of Intent, the Setting of the Policy and the Policy. An elaboration of the Statement of Intent is included to give an overview of the thinking behind the Policy.

THE INTENT OF THE POLICY

In order to clearly establish the direction for the Land Use Policy it is proposed that the following be adopted as the Statement of Intent:

THE LAND RESOURCES OF NEW BRUNSWICK SHOULD BE USED TO PROVIDE THE MAXIMUM SOCIAL AND ECONOMIC BENEFITS TO THE PEOPLE OF NEW BRUNSWICK ON A CONTINUING BASIS.

Review of the Statement of Intent

A brief explanation of the considerations incorporated in this Statement follows, phrase by phrase.

"The Land Resources of New Brunswick..."

'The Land Resources' refers to the land itself, the water on it, and all the living things it does or can sustain. It includes the minerals and the water underground. It also includes the shape of the land - a mountain or a beautiful valley is a land resource also.

"...Should be Used to Provide..."

This goal is an active goal. The essence of it is that we should USE the Land for beneficial purpose. It requires a recognition of the utility of the Land, and the potential for greatly increased return from it in response to active utilization.

"...the Maximum Social and Economic Benefits..."

The benefits which can be attained fall into two groups, the so-called social benefits which are difficult to quantify and the economic benefits which are measurable in terms of dollars and jobs.

For example, the benefit obtained from recreation facilities is far greater than the economic return. In fact, the availability of recreation opportunities at very little cost is already a significant factor in New Brunswick's society.

However, even the preservation of a beautiful view for its own sake can produce some economic benefit and the specific exploitation of Land for purely economic gain for say, opencast mining, still provides social spin-off benefits.

In order to meet the goal in these cases it is necessary to consider how the economic benefits can be increased in one and in the other how the social benefits can be developed without significantly damaging the main opportunity, whether it is the view or the mine. This requires a shift from single purpose project planning to a multiple purpose approach. It is harder, costs a bit more but can, and has already in some cases in the Province such as Mactaquac, significantly increased the benefits from land resource projects.

"...To the People of New Brunswick..."

This policy is prepared for the Government of New Brunswick whose prime responsibility is for the people of the Province: that is those people living on the land within the borders of the Province and for their successors. The reference to them specifically does not imply that Canadians from other Provinces should not benefit from the use of our land resources but it does emphasize that New Brunswickers carry the responsibilities for, and can expect appropriate benefit from, the utilization of their land.

"...On a Continuing Basis..."

The final phase of this statement of purpose is in many respects the most significant and most difficult. "On a continuing basis" refers to the need to avoid short term exploitation of our land, however beneficial now, if it will prevent beneficial use in the future. We may still have to

build highways through farm land, but we shall first try and find a route where the land is of lower quality so that our important options are preserved for the future.

It has been said that we do not own the land, we hold it in trust for our children. The land can produce more now to help us bring up and educate our children but it must not be at the expense of significantly limiting their options.

THE SETTING OF THE POLICY

A Policy cannot be developed in isolation, it must be developed to fit into the real world. The 'real world' as it affects a Land Use Policy consists of a number of factors which are so essential to the development, understanding and implementation of the policy that they need to be stated and adopted as an integral part of the policy. In a legal document they would be preceeded by "WHEREAS"

THE GOVERNMENT RECOGNIZES THE FOLLOWING STATEMENTS AS BEING FUNDAMENTAL TO THE ADOPTION AND IMPLEMENTATION OF THE POLICY:

(1) Land is a valuable resource which defines the Province and which is the ultimate foundation of the economy; both as basic wealth and in providing income from resource production.

(2) The rights and responsibilities of owning land are a basic tenet of our society and system of government and must be ensured in the application of any policy.

(3) The social and economic benefits of productive land use are critical to the health and survival of the communities of the Province.

(4) Social development, economic development and land use are inherently inter-related and the effects of decisions in one area affect and are affected by the other.

(5) Decisions on the use and allocation of land involve all citizens and must be carried out in a manner which fully recognizes this.

(6) Land outside municipalities is the resource land of the Province and development decisions regarding irreversible use of this land should be very carefully considered.

(7) Land use and land capability vary by region and the wishes and desires of people also vary considerably from region to region.

(8) Investment in Land resource planning and management is essential now to provide continuing returns in dollars and jobs. To meet the resource production potential, increased investment is required.

(9) "Creeping incrementalism" or "the tyranny of small decisions" has had a major impact on the present scope for fiscal flexibility. Long term improvement will only come from recognition of the long term benefits of meeting long term needs.

(10) Information is required for determining best land use and resolving conflicts and is often unavailable when required.

(11) Decisions made for single purpose objectives often restrict the potential benefits to society.

(12) Much expertise exists in New Brunswick and much experience has been gained here and elsewhere which has not yet been fully focused on New Brunswick's problems and potential.

(13) Some lands are critical to the present and future of the Province because of their capability for specific purposes - coastal areas for example.

(14) Land tenure and ownership patterns do not reflect land capability but do have considerable effect on its productive use.

THE LAND USE POLICY

It is the policy of the Government of New Brunswick

TO ENCOURAGE THE PRODUCTIVE USE OF LAND TO PROVIDE THE MAXIMUM SOCIAL AND ECONOMIC BENEFITS TO THE PEOPLE OF NEW BRUNSWICK ON A CONTINUING BASIS.

In order to accomplish this it is the policy of the Government to:

A. PROMOTE PRODUCTIVE USE OF LAND.

B. IMPROVE THE OVERALL EFFECTIVENESS OF GOVERNMENT'S LAND-RELATED PROGRAMMES AND SERVICES.

C. IMPROVE THE AVAILABILITY OF INFORMATION ON LAND, ON ITS USE AND ON ITS POTENTIAL.

D. IMPROVE THE PROCESS OF LAND USE DECISION MAKING.

A. TO PROMOTE THE PRODUCTIVE USE OF LANDS it is the Policy of the Government to:

1. Support programmes designed to increase the continuing productivity of the land;

2. Continue to expand training in land resource-oriented trades and professions to promote more efficient and productive use of the land resources base;

3. Encourage the development of small industries and family operated businesses using the land resource base productively;

4. Develop and promote incentive programmes that encourage people to make a living from the land;

5. Use tax measures as an incentive to encourage increased productivity from the land;

6. Encourage the integrated management of land so that a parcel of land may be used for more than one purpose;

7. Actively encourage and promote programmes which aid the consolidation of land parcels into efficient management units;

8. Encourage the establishment and expansion of land resource management services which may be used by owners to put their land into productive use;

9. Review and consolidate present policies relating to the purchase, lease or sale of lands owned by the Province, to allow more flexibility for adjusting land uses to increase overall productivity;

10. Support programmes that ensure the conservation and protection of the land resource compatably with productive utilization.

B. TO IMPROVE THE OVERALL EFFECTIVENESS OF GOVERNMENT LAND-RELATED PROGRAMMES AND SERVICES it is the Policy of the Government to:

1. Coordinate and reinforce those Extension Services which provide specialist and expert advice on the most efficient use and development of the land resource base;

2. Coordinate the administration of land use programmes and those that have a significant impact on land to avoid potential conflicts;

3. Coordinate the accounting of and the administration of services to land;

4. Improve the coordination of strategy development among the resource, commercial, industrial and social sectors of the economy; particularly in non-incorporated areas, so that potential land use conflicts may be avoided;

5. Actively support and promote the development of facilities for the processing of primary products in the Provinces;

6. Actively support and promote the development of provincial and extra-provincial markets for land-based products and services emphasizing our accessibility to world markets;

7. Continue to prepare resource development strategies and production and marketing strategies and ensure that where ever feasible, goals set are more ambitious than just maintaining the status quo;

8. Examine ways to improve pensions for landowners who work in the land resource industries such as farmers and woodlot owners so they are not reliant on the sale of their land to speculators to provide for their old age.

C. TO IMPROVE THE AVAILABILITY OF INFORMATION ON LAND, ON ITS USE AND ON ITS POTENTIAL it is the Policy of the Government to:

1. Make a concentrated effort to assemble and present to the public, information on the opportunities available on the land, the potential of the land, and techniques that have been developed elsewhere that might be applicable in New Brunswick;

2. Encourage the development of, and more actively participate in research programmes on the problems of land and land productivity in New Brunswick through liaison with researchers and funding agencies;

3. Maintain an up-to-date coordinated plan to meet Provincial needs for surveying and mapping;

4. Develop a coordinated plan for data collection and information distribution so that data is made more readily available as useable information to the public and the Government.

D. TO IMPROVE THE PROCESS OF LAND USE DECISION MAKING it is the Policy of the Government to:

1. Actively promote rural planning in non-incorporated areas so that the trend towards increasing land use conflict can be halted;

2. Develop procedures which allow for greater participation of the local population in the land use decision making process;

3. Continue to seek ways to change the present trend towards confrontation in land use decision making to one of co-operative land use decision making.

CHAPTER 4

RECOMMENDATIONS FOR IMPLEMENTATION

There are two principle conclusions reached by the Task Force which are implicit in the Policy and which are worthy of further emphasis.

A. There is a significant opportunity to reduce the land use conflicts that are occurring, predominantly in the rural areas of the Province by:

- i. improving the coordination of government land-related programmes particularly those affecting rural areas
- ii. improving the availability of information on land use and land use possibilities to both government and the public.
- iii. increasing public involvement in land use decision making so that the present trend towards confrontation can be reversed.

B. There is also a major opportunity to bring about a significant increase in the productivity of the land resource base. Doubling of the real contribution of the land resources to the provincial economy within ten years seems a reasonable goal given leadership, energy and work.

From: "LAND USE AND THE ENVIRONMENT IN NEW BRUNSWICK"

By: The Environmental Council of New Brunswick 1981

1. Environmental damage is caused much more by the way land is treated during use than by the fact that it is used.

2. The most significant problem is loss of prime agricultural and forest land to urban sprawl and erosion.

3. The environmental damage thus incurred also results in economic and social losses.

4. We must develop a method of auditing the environmental effects of correct policies that affect land use and of commonly applied land use practices.

5. The term "land use planning" is equated in the public's perception with government interference in everyday decisions on what may be grown, where, etc. This is a misconception. Planning is done for a variety of purposes from setting long-range policy to making day-to-day decisions.

6. The provincial Government should provide leadership at the strategic levels of planning while leaving the owners responsible for tactical decisions for municipalities, industries, farms and woodlots.

7. Land use planning falls into four separate spheres: community planning, resource management planning, network planning and environmental planning. Responsibilities for these areas should not be confused, although co-ordination is necessary and important.

8. Landowners have wide discretionary powers over the use of their land but they do not have all-inclusive rights on it and they have no right to abuse it.

9. Environmental planning and environmental protection, including prevention of the abuse of land, are the responsibility of the Minister of the Environment. Some new and strengthened initiatives are needed in order to satisfy this obligation.

10. We believe that the great majority of landowners, who carefully husband their land and do not abuse it, will concur with these conclusions.

11. However, if prime agricultural land is to be retained in agriculture, a way must be found for the farmer to have a decent retirement income.

The Task Force therefore makes the following six recommendations which are discussed individually below.

"THAT THE PROPOSED LAND USE POLICY BE DISCUSSED AND THEN FORMALLY ADOPTED." (Recommendation 1).

THAT A LAND RESOURCES DEVELOPMENT OFFICE BE ESTABLISHED TO ENSURE COORDINATION OF THE GOVERNMENT'S LAND RESOURCES DEVELOPMENT PROGRAMMES AND TO ENCOURAGE IMPROVED UTILIZATION OF LAND (Recommendation 2).

THAT A DETAILED PROGRAMME PLAN FOR IMPLEMENTATION OF THE ADOPTED LAND USE POLICY BE PREPARED (Recommendation 3).

THAT THE LAND RESOURCES OFFICE SHOULD ACTIVELY PROMOTE THE DEVELOPMENT AND EXCHANGE OF INFORMATION NEEDED TO ACHIEVE NEW BRUNSWICK'S LAND RESOURCES POTENTIAL (Recommendation 4).

THAT PUBLIC INVOLVEMENT BE ACTIVELY ENCOURAGED IN THE EARLIEST STAGES OF MAKING LAND USE DECISIONS (Recommendation 5).

THAT GOVERNMENT PREPARE AND IMPLEMENT A RURAL AREA DEVELOPMENT POLICY THAT WOULD SEEK TO COMBINE THE DESIRES OF THE CITIZENS, THE POTENTIAL OF THE LAND RESOURCES AND GOVERNMENT PROGRAMMES WITHIN AN EFFECTIVE ADMINISTRATIVE FRAMEWORK. (Recommendation 6).

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Coordination)

The provincial branch (Community Planning) should administer a plan covering all territory which does not fall under the jurisdiction of a city or a town which has its own planning programme.

Royal Commission on Finance
and Municipal Taxation, 1963.

We propose the appointment of a Land-Use Planning Board under the chairmanship of a Member of the Legislature with a full-time Deputy Chairman who should be a professional planner . . . the Board should be empowered to lay down basic, but binding, guidelines and priorities applicable to all land-use programmes in the Province and, in cases of merging or conflicting interests in land use, would become involved in harmonizing the uses and resolving conflicts . . . the Board should be responsible to the Premier.

Forest Resources Study, 1974.

1. Review and Adoption of the Policy

The numerous recommendations made over recent years by many different study groups commissioned by the Government confirm that there is a pressing need for adoption and implementation of a land use policy.

The increasing complaints and severity of the land use conflicts that are arising emphasizes the need, as does the increasing recognition of the underutilized potential of our land and the ever increasing costs of providing Government services. The Task Force therefore strongly recommends:

"THAT THE PROPOSED LAND USE POLICY BE DISCUSSED AND THEN FORMALLY ADOPTED." (Recommendation 1).

2. Coordination Of Government Land Related Programmes

A major step to be taken in the implementation of the Land Use Policy is to improve the coordination of programmes and policies as they affect land use. Most programmes are designed for specific purposes which contribute to or affect land use directly or indirectly but are not in themselves a Land Use Programme.

There is a need to establish some sort of on-going responsibility for the Land Use Overview. This involves considering the effects of programmes and ensuring that

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Coordination)

A Land Use Planning Organization, with representation from all New Brunswick agencies with a concern for land or water management should be established to carry out overall land use planning. The Organization should report at Cabinet level.

Saint John River Basin Board
1975.

Eleven planning districts be established under the Community Planning Act and that the boundaries of such districts be the outside boundaries of the eleven rural municipalities with all existing cities, towns and villages located therein to be included in the planning districts.

Task Force on Non-Incorporated
Areas in New Brunswick, 1976.

serious land use consequences do not arise from other-wise positive and productive programmes. The objective of coordination activities should be to try to anticipate development needs and to coordinate activities which lead to appropriate solutions without causing delays or increasing 'red tape'.

The many functions in this area which have been identified by previous studies and this Task Force include the following:

- Review existing and proposed programmes from the Land Use Policy perspective to identify overlaps and conflicts.
- Review existing and proposed regulation for possible conflicts in the land use area.
- Review land use implications of proposals (Social programmes may have land use implications as well as Economic Development proposals).
- Coordinate the collection and dissemination of land and land use information.
- Monitor changes in land use in the Province and recommend policy adjustments as required.
- Provide liaison with researchers and research institutions to promote and coordinate the adaptation of new technology to land resource development.
- Explore or promote means of implementing new ideas for increasing land productivity.

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Coordination)

The study recommends the establishment of a Cabinet Committee on Land Use and that the responsibility of this Committee be to:

1) Initiate and recommend land use policies,
2) Co-ordinate the land use planning activities of the various government departments and agencies involved as managers and as users of land;
3) Develop land use guidelines for local planning authorities, and
4) Provide leadership in the total field of land use.

The Committee should be supported by a secretariat to be located within the Cabinet Secretariat.

Agricultural Resources Study,
1977.

-- Act as liaison with Federal Government and other Provincial Governments on Land Use matters.

None of these recommendations involve management responsibility but rather a coordinating, advisory, promotional and negotiating role. It would need to be carried out centrally and at a senior level.

Issues that arise from time to time such as concern over foreign ownership, establishment of wilderness parks or the search for regional landfill sites could also be referred to the Office for review or coordination.

The present arrangements for handling Land Use are that a Committee of the Officials Committee on Economic Development has been established. This Committee of Deputies has established the Land Use Policy Task Force and also the Provincial Mapping Committee which is coordinating the Government's Land Information gathering and handling activities. The Committee's capability will remain very limited unless it has resources to work for it. At present the mapping committee is essentially limited to a review and advisory role and its capability will remain very limited unless it has some resources to support it.

Many recommendations have been made previously that some central unit be established to carry out the overall Land Use Policy coordinating function. Suggestions have included a Board, a Committee with staff assistance and also several forms of a Land Use Secretariat. The experience in other Provinces and the need to have a central point of

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Coordination)

An interdepartmental body be established at the Provincial level to co-ordinate policy-making with respect to the Provincial resource base. The interdepartmental body comprise Deputy Ministers of all departments involved in resource use, supported by a working group of staff with sufficient experience and seniority to be able to speak on behalf of their respective Deputy Minister. To facilitate the effective operation of this body, access to technical support services will also be required.

Third Report of the Select
Committee on Rural Life and
Land Use 1977.

contact with the new Federal Policy on Land Use reinforces these recommendations.

A Land Resources Office should be established within the present Cabinet Secretariat by establishment of a group reporting to the Secretary to Cabinet. This group could include people seconded from appropriate Government agencies on a 1 to 3 year basis. The Head of the Land Resources Office, however, should be established in a permanent position of sufficient seniority to merit the cooperation of the Deputies of line departments.

An advantage of this arrangement is that the Land Resources Office would remain closely linked with the experience and attitudes of the line Departments. The office would thus avoid the danger of becoming insulated from 'reality'. This would also help foster the multidisciplinary nature of Land Use Policy development.

An alternative would be to establish permanent staff positions in the Land Resources Office, in addition to the Head of the Office. This would make the Land Resources Office comparable to the Energy Secretariat with its own Deputy and small staff. There is abundant support for this level of commitment in recommendations already made to government.

The office must have seniority, independence and yet be closely associated with line departments. It must work at the policy planning level and yet not become a road block. It must be a positive force, not consigned to a negative role.

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Coordination)

The Community Planning Act should co-ordinate planning activities throughout the Province by identifying resources and establishing constraints of a provincial nature allowing each area or municipality to co-ordinate its own planning, given local resources and constraints.

A Review - Community Planning
Act 1979.

There should also be organized a Cabinet Committee on Land Use Policy, which should be chaired by the Minister of Agriculture and the Officials Committee on Land Use Policy should report to this Cabinet Committee.

Agricultural Land Use Task
Force, (N.B. Federation of
Agriculture 1981).

Accordingly the Task Force recommends:

THAT A LAND RESOURCES DEVELOPMENT OFFICE BE ESTABLISHED TO ENSURE COORDINATION OF THE GOVERNMENT'S LAND RESOURCES DEVELOPMENT PROGRAMMES AND TO ENCOURAGE IMPROVED UTILIZATION OF LAND (Recommendation 2).

3. Programme Review

There are a large number of existing Government programmes which come under the scope of this Policy. Some of them are long established while others are relatively new.

A step to take towards implementation of the Policy is to review these programmes and consider in detail what changes may be required to the programme or their level of support in order to achieve the intent of the Policy.

In many cases little change may be necessary, in others the programme may need to receive a higher level of support. In some cases modifications or coordination of programmes may be required.

This review should be carried out by the Departments responsible for the programmes. They would be asked to study the adopted Policy and report on how the Policy could best be implemented within their area of responsibiblity.

The responses from this would be brought together into a consolidated plan for implementation of the Policy over a period of time. The plan would provide the necessary review

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Land Information System)

Land-use planning should be started immediately. One of the early steps in this process should be the collection of much more data on recreational opportunities of various kinds, fish and wildlife needs, the water resources, and environmentally sensitive areas. Such information should be stored in a much needed land data bank.

Forest Resources Study, 1974

of the steps being taken, but responsibility for the programmes would remain with the Departments.

The Task Force therefore recommends:

THAT A DETAILED PROGRAM PLAN FOR IMPLEMENTATION OF THE ADOPTED LAND USE POLICY BE PREPARED (Recommendation 3).

This plan should be organized and coordinated by the existing Land Use Committee of Deputy Ministers, or by the Land Resources Office. The completed plan would be submitted to a full review process to establish the amount of commitment considered appropriate at the time.

4. Information Exchange

The Task Force has been made very strongly aware that there is a marked opportunity for a much more effective exchange of information on land and what can be done with it. There is much information available that is not reaching those who need it - the landowner, the administrator, the legislator; and there is much that these people require that researchers and data gatherers and systems people are not aware of and could work on providing.

Since one of the prime needs identified by the Task Force is for a heightened awareness of the potential of the land and since public perception of Government Activites in 'Land Use' is so negative, it would seem appropriate to make a major effort next in the area of information.

Study how a society uses its land and you come to pretty reliable conclusions as to what its future will be.

E. F. Schumacker,
Small is Beautiful

Some notable efforts have been made, in the area of agriculture and forestry, for instance, but there is a need for a broader approach that will catch the imagination of land owners and help to encourage more productive land use.

In addition to the measures outlined in the Policy, there appears to be a very real need for a land resources information centre. This should not only provide information but play an active role in encouraging the preparation and effective dissemination of information of all kinds from maps to videotapes, from data to the results of research applied to New Brunswick needs and conditions.

Such a centre could be established quite modestly on its own or could act as the focus for other related activities, in remote sensing for instance, and should certainly be linked to any form of Land Resources Office that may be adopted following Recommendation 2. Consideration should also be given to forming it as a joint centre with the Universities of the Province.

The essence of the proposal is that it be more than just a 'drop-in centre'. It should be active in promoting the exchange of information and act as a catalyst to bring attention and research to bear specifically on New Brunswick opportunities and potential.

With this in mind the Task Force recommends:

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Land Information System)

A major issue that arose during the course of this study was the serious lack of clear information concerning what is taking place with respect to development in the Province. The absence of this information has created and will continue to create difficulties in assessing the nature and severity of the problems generated by such development. In particular, it is very difficult to determine how important rural and fringe development has been in terms of overall development in the Province, and thus to get some sense of how important it is likely to be.

It is desirable that a program be established to record and assemble on a suitable geographic base, basic information on population and development in the Province, particularly related to rural and fringe areas, that would allow the Province to monitor and evaluate development trends.

A Study on Sprawl in N.B.,
1980

THAT THE LAND RESOURCES OFFICE SHOULD ACTIVELY PROMOTE THE DEVELOPMENT AND EXCHANGE OF INFORMATION NEEDED TO ACHIEVE NEW BRUNSWICKS LAND RESOURCES POTENTIAL (Recommendation 4).

5. Public Involvement

Another major factor that has been brought home to the Task Force is the need for increased involvement of the public, at an earlier stage in land use decision making.

At present there is no organizational or administrative structure in which representatives of a rural area and those of a municipality can meet to discuss or resolve joint land use problems. It is possible that Planning Commissions could provide such a forum in developing area plans, but no area plans for rural areas have been implemented. This lack of a basic structure inevitably leads to confrontation situations such as that over the Fredericton proposed landfill.

Another common conflict situation arises where there has been a lack of public involvement in the decision making process. There can be no doubt that the public must feel they have been adequately informed and listened to if they are going to accept any decision that potentially affects them or their property values detrimentally.

It seems essential now that a mechanism be found to provide a forum for early public discussion of projects that effect land use and land values and especially for those affecting residents of non-incorporated areas. Public

RECOMMENDATIONS FROM PREVIOUS STUDIES

(Public Participation)

The Committee believes there is a real opportunity to arrest these feelings of apathy through an on-going land use planning process in which local citizens are directly involved. The Committee believes that viable rural communities rest on a real sense of control over their own resource base. The participation of local residents in the planning and development of their own resource strikes the Committee as fundamental: (a) to the stimulation of pride, energy, ingenuity and cohesiveness within New Brunswick's rural communities, and (b) to the long range development objectives of the Province. In establishing the mutual goals and objectives for their own resource through this shared process, the need for planning controls is much more likely to be recognized and supported within the community. Moreover, local understanding and support of these objectives will be essential to the successful implementation of the plan.

Third Report
Select Committee on Rural Life
and Land Use, 1977

involvement in decision making must be encouraged rather than provoked.

The Task Force therefore recommends:

THAT PUBLIC INVOLVEMENT BE ACTIVELY ENCOURAGED IN THE EARLIEST STAGES OF MAKING LAND USE DECISIONS

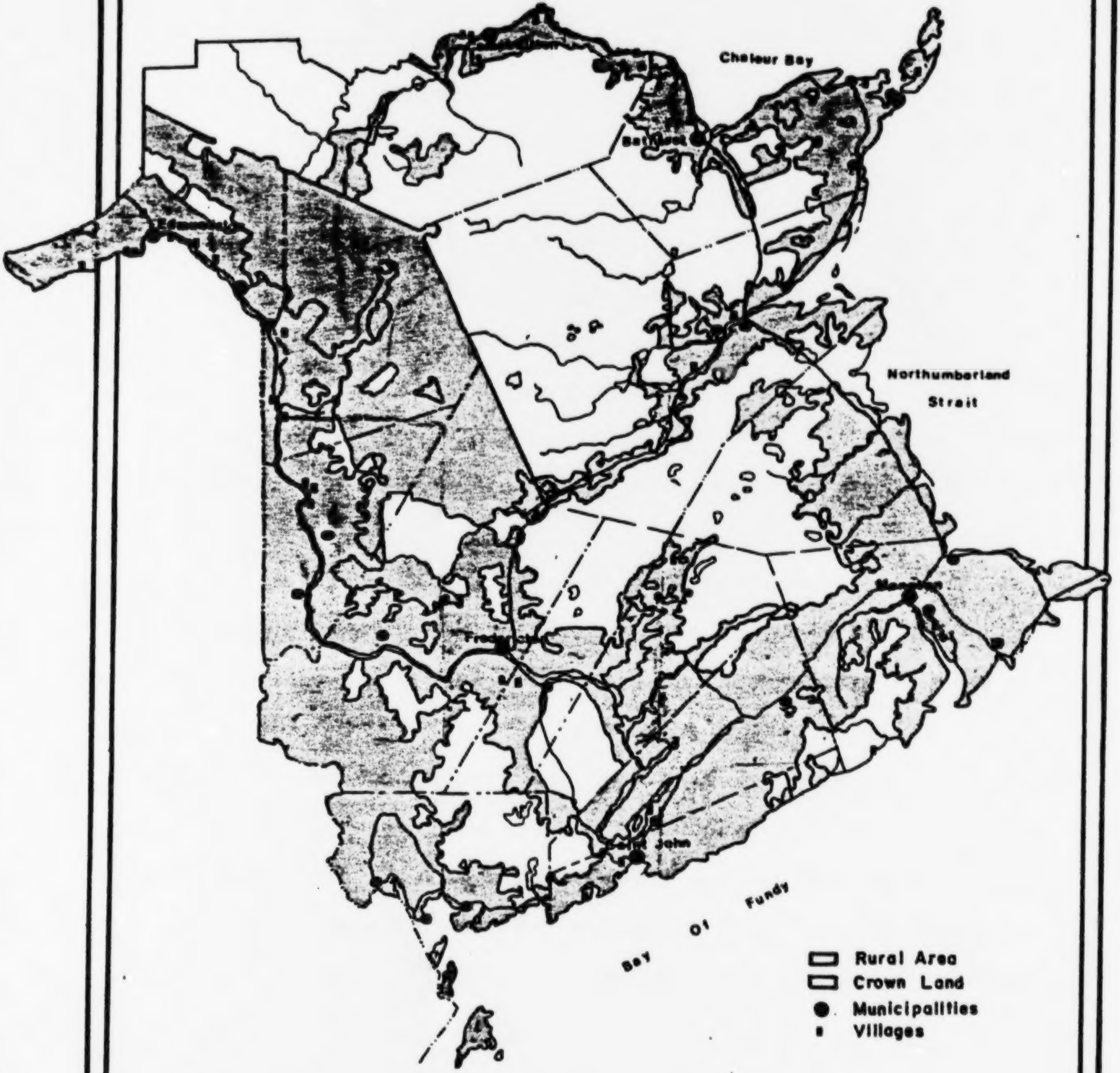
(Recommendation 5)

Considerable steps have been taken in this direction in recent years but generally only after a project has been outlined. If the public subsequently disagrees with the project the original alternatives will be raised again. It makes social and economic sense to involve the public at the earliest stage of finding possible solutions to a particular problem.

This recommendation is addressed to all agencies concerned and would be implemented by them. There should, however, be a role for the Land Resources Office as a relatively impartial coordinator.

The Office would also help the development of appropriate ways to encourage public involvement, particularly through its information function. It could also promote ways to improve contacts between municipalities and rural areas.

THE RURAL AREA



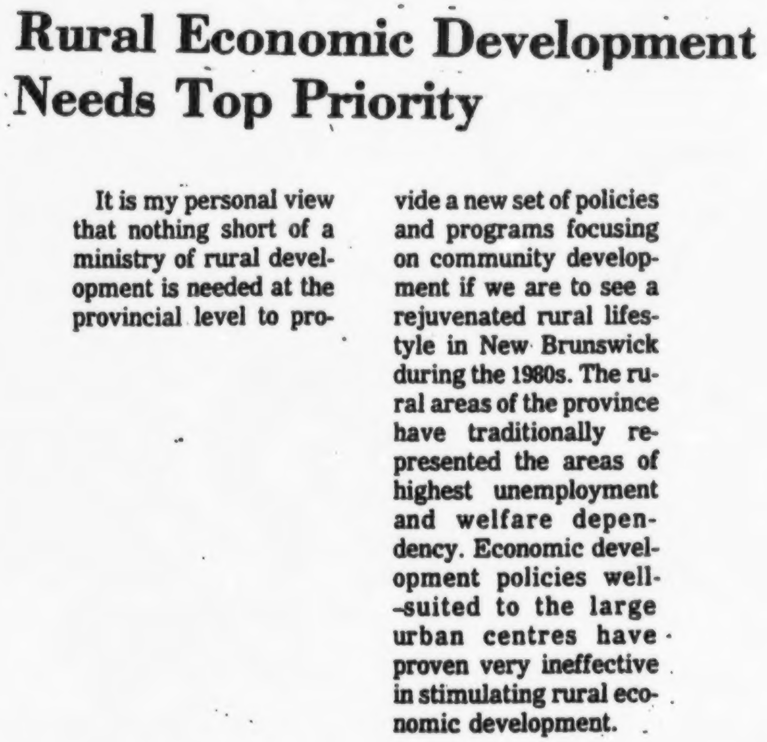
6. Rural Area Development

Most of the conflicts that are developing over land use or its administration occur within the rural area of the Province. This is the area where some 270,000 people live and where there is greatest opportunity for more intensive use of the land. This is also the area where it will be most difficult to encourage increased productivity.

Once the Province-wide approach to a Land Use Policy recommended in this report has been adopted it would be appropriate next to focus in more detail on the critical conflict areas. What needs to be done is to make a comprehensive effort to determine what people really want from their land, to inform them of the opportunities and to initiate a process of public debate that would act as a focus for rural resource development in the future.

The rural areas where conflicts are most difficult to resolve are those non-incorporated areas of the Province other than large parcels of Crown land. The land is sought after by those wishing to 'live in the country' but wanting urban standards of service. It is also needed by the residents as a source of support and income and often as security for old age. It is also the area where basic transportation and protection services are in place.

This is the area where expanding urbanization comes into direct conflict with the need for resources development, farming, forestry, water and recreation. It is also the one where the interests of the small landowners are



Rural Economic Development Needs Top Priority

It is my personal view that nothing short of a ministry of rural development is needed at the provincial level to provide a new set of policies and programs focusing on community development if we are to see a rejuvenated rural lifestyle in New Brunswick during the 1980s. The rural areas of the province have traditionally represented the areas of highest unemployment and welfare dependency. Economic development policies well-suited to the large urban centres have proven very ineffective in stimulating rural economic development.

- Letter to the Editor
  The Daily Gleaner
  Monday September 27, 1982

likely to come into conflict with those of the large landowners (free-holder and Crown) and where there is no local government representation to resolve conflicts at a local level.

The concerns of the rural area are administered by the Provincial Government, largely from Fredericton. There are many agencies involved with rural affairs and development but there is no overall strategy or even accounting framework within which rural administration can be reviewed.

The Task Force therefore recommends:

THAT GOVERNMENT PREPARE AND IMPLEMENT A RURAL AREA DEVELOPMENT POLICY THAT WOULD SEEK TO COMBINE THE DESIRES OF THE CITIZENS, THE POTENTIAL OF THE LAND RESOURCES AND GOVERNMENT PROGRAMMES WITHIN AN EFFECTIVE ADMINISTRATIVE FRAMEWORK. (Recommendation 6)

There are various ways in which this policy could be developed but there are certain key elements which should be incorporated.

1. Public input. The Task Force believes very strongly that there is a substantial force of largely individualistic people in the province who are concerned to increase the productivity of the land resources but who are faced with very considerable obstacles. Their contribution is key to increasing productivity and they can see clearly

'We have been living in a fairy tale world'

The existing taxation system, where rates are always lowest in unincorporated and smaller municipalities, "encourages the shift to the suburbs at the expense of the larger municipal units," Cochrane concluded. "Is it fair that these rates should be such powerful incentives? I think the province should take another look at the results of such inequities."

What makes the present situation especially unfair is that residents of the suburbs use facilities provided without contributing anything except occasional user fees where these are collected from everyone anyway, Cochrane stated.

This population problem will almost certainly get worse, Cochrane predicted, with new access roads linking cities more closely with their suburban hinter-lands. "Only the cost of energy slows the trend of living outside the city," he observed.

- Civic Public Works,
August, 1982

City Residents Move Outside

- Daily Gleaner, June 15, 1982

how Government can help. It is the people who will improve the productivity of our land: the Government can only hope to assist effectively.

2. Local representation. The policy should address the problem of local representation. Since rural residents have no local government they have no elected representatives other than their M.L.A. While this may be satisfactory given the size of many New Brunswick ridings it does mean that local issues become matters of Provincial concern because they cannot be resolved locally. There is still an urgent need for ways to be found to handle local land use concerns locally.

3. The Rural Balance Sheet. The Task Force was made strongly aware that whereas Municipalities have to keep and provide to Government, comprehensive and detailed accounts of their revenue and expenditures; records of revenue and expenditures in rural areas are not accounted for specifically except as part of the Governments' overall budgetary process. As a result the economic costs and benefits of rural programs are difficult to determine. This makes it difficult to assess how improvements can be made, or the likely effect of changes to existing programs. The need for improvements in accounting for program delivery should be addressed.

4. Land Use Priorities. The policy should include detailed consideration of the integration of administrative policies for agriculture, forestry, recreation, mining,

That New Brunswick, having started to recognize the importance of planning and developing the land as the means of laying the foundation for better social conditions, will have the courage to apply these principles in a larger way to their whole provincial development. It will need courage because it will mean expenditure of money without any immediate return and without any immediate political advantage.

Thomas Adams.
The Busy East of Canada, 1917

waste disposal and residential development. Interrelations between land uses, land owners, land capability and existing and proposed policies would be a major component.

5. Marketing. Many a New Brunswicker has shown that with imagination and determination, markets can be developed for our products. There is much yet to be done, however, and many individual rural New Brunswickers have the right product and the right ideas but don't have the resources or experience to get their produce to an often distant market through many administrative hurdles. This area still offers great opportunity for really supportive additional Government activity and should be thoroughly explored.

6. Coordination. In a situation where many Government agencies are providing rural services there is a particular need for improved coordination between programmes affecting rural areas.

7. Information Exchange. It is with regard to the rural area in particular that the greatest need exists to bring about exchange of information between the people, the Government and Universities, research centres, business bureaus and the like. There is much information available which does not reach anyone except those who collected it or discovered it.

If this recommendation for the preparation of a Rural Area Development Policy is accepted, a detailed outline

The people of New Brunswick should take hold of this question of land settlement and land development in this province with a firm hand. That means that they would no longer overlook the fact that the biggest business interest of every citizen in the Province is the development of its natural resources as a whole.

Thomas Adams.
The Busy East of Canada, 1917

should be prepared defining the terms of reference, the scope and nature of the project and determining how it should be carried out.

In general, it is envisioned that it would be carried out by some kind of a Board or Task Force and it would take about two years to complete. The proposed Land Resources Development Office could play a key role in the organization.

The two years would be necessary to develop the public debate and contribution and to locate and analyse existing and newly collected data and convert it to useable information in the form of maps, or other forms of presentation.

SUMMARY

Land use is what we do with our land. Productive land use provides jobs and security. Unused land is a wasted asset.

The land of New Brunswick can produce more products and much more employment. A draft Land Use Policy, designed to guide the Government's efforts in this area, is presented.

The need for a Land Use Policy is described in the Foreword, which highlights the opportunities available for greatly increased employment and other benefits. The existing land use activities of Government are reviewed and the need for coordination illustrated. The need for better information, for improved assessment of rural services and for improved mechanisms for local decision making on land use matters are described. The opportunity for increased returns from the land is identified and different perceptions of land use discussed.

The Introduction to the Report describes the work of the Task Force and the main challenges encountered in preparing this report.

Chapter 1, "Land Use Conflicts", is a discussion on the basic conflicts in Land Use and how they evolved. Conflicts of ownership, conflicts in administration, conflicts of need, conflicts of priority and regional conflicts are reviewed in a historical and geographic perspective. The overriding conflict between residential land and resource land is described. Two Acts now cover land use on Crown

Land and in Urban Areas, but in the rural areas, there are complex and often conflicting legislative and administrative approaches to land use.

Chapter 2, "The Land Potential", elaborates on the basic theme which is that productivity is the key to resolving conflicts and improving land use. Productivity is used in a broad sense encompassing both social and unquantifiable benefits as well as the more easily measurable economic benefits. But the emphasis in the past has been very strongly on the more passive benefits of land use and the Province must now make a considerable drive for increased economic productivity. This does not imply imposition by Government, but it does imply increased effort and encouragement along the lines already established, as well as increased effort by the Government itself on its own lands, such as has been begun by the Crown Lands and Forests Act.

Chapter 3 consists of the Proposed Land Use Policy which is designed to be self-contained. The Policy commences with the Statement of Intent which provides a focus or goal for the development of policy followed by some explanation of the underlying reasoning.

There follows a section of statements which are regarded as fundamental to the adoption and implementation of the Policy - "The Setting of the Policy". These are basically statements of accepted fact relating to existing conditions, constraints and needs.

The core of the Policy then follows in the form of an overall policy statement with subsidiary supporting policies. These in turn are supported by a series of more specific policies which it is recommended the Government will adopt. Many of these are written in the form "Support programmes that . . ." or "Encourage . . . " and relate quite closely to activities the Government is already undertaking. Others will require some new initiatives and these are discussed in the subsequent chapter.

The final chapter, Recommendations for Implementation, recommends first that the Policy be discussed, adopted and made public. Other recommendations follow covering the means to improve coordination among Government programmes and to work out a programme plan for implementation, the need for improved exchange of information and the need for increased public involvement in land use decision making.

The final recommendation is for further work to be done at a more detailed level on the administration and development of land resources in the rural areas. This is the area where most of the conflicts and many of the opportunities occur.